



TRAINING

PROMOTION FITNESS EXAMINATION  
(PFE) STUDY GUIDE

This pamphlet implements AFI 36-2201, *Developing, Managing, and Conducting Training*, Chapter 9, *Military Knowledge and Testing Standard (MK&TS) System*. Information in this study guide is taken primarily from Air Force publications and is based on knowledge requirements from the MK&TS. **It is current as of 31 December 1994. If an Air Force publication changes any information in this study guide, the governing publication takes precedence.** This study guide contains references, abbreviations, acronyms, and terms (attachment 1) to assist you while you read through the material, and the MK&TS System (attachment 2) to help you prepare for promotion testing.

This study guide is the only source for PFE test questions. It is also used with volume 2, USAF Supervisory Examination (USAFSE) Study Guide, as a primary reference for senior noncommissioned officers preparing for the USAFSE. Recommendations to change, add, or delete information in chapter 9 of AFI 36-2201, or this pamphlet, should be sent to the Air Force Occupational Measurement Squadron (AFOMS/OMP), 1550 5th Street East, Randolph AFB TX 78150-4449 (DSN 487-4075). (**NOTE:** DO NOT use the suggestion program (AF Form 1000) to submit corrections for printing or typographical errors.)

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## READ THIS FIRST!

### INTRODUCTION

You will find this edition of the PFE Study Guide reads very similar to the previous edition. However, we have incorporated a few important changes in our effort to provide you the most comprehensive study guide possible.

First, as a result of the feedback we received from the field, we recommended to the Military Training Standard Advisory Council a complete revision be made to the current Military Training Standard (MTS). Many people felt it difficult to discern among the four different codes (A, B, C, and D). Therefore, the MTS Advisory Council approved the use of a system employing the first three graduated levels of understanding according to Blooms Cognitive Taxonomy (AFM 50-62, *Handbook for Air Force Instructors*). Their concern was that all information in this study guide is important and, according to subject matter, there should be no difference in the comprehension level required at the various grades. As you review the code key, you'll find many chapters of the MK&TS subdivided into sections with a corresponding code for each, similar to the old system. However, there are some

chapters listed with one code for each grade. This is but one feature of the new system, which we now call the Military Knowledge and Testing Standard System (MK&TS). A complete description of the MK&TS is below.

Second, and as a result of the Advisory Councils recommendations, we transferred two chapters from volume 2 (chapter 4, *Evolution of the Enlisted Force*, and chapter 9, *Individual Rights*) to this volume. You have probably noticed we reintroduced the color copy of AFVA 900-3, *Symbols of Service, Wear them Proudly and Properly* (ribbons chart) to the back cover. In addition, you'll find a copy of the Armed Forces Grade Insignia Chart at the end of the study guide.

Other Council recommendations that have been incorporated include: (1) a more refined version of chapter 3, *Air Force History*; (2) a full page black-and-white composition photograph of all former Chief Master Sergeants of the Air Force (chapter 5); (3) reintroduction of the origin of the hand salute (chapter 7); (4) a section outlining Personnel Information Files (chapter 9); and (5) a completely revised Quality Air Force chapter (chapter 15).

Many of you are unaware of the process for determining what subject matter gets published in this volume and in volume 2, USAF Supervisory Examination Study Guide, therefore, we believe it is important to mention the role of the MK&TS (formerly MTS) Advisory Council.

The MK&TS Advisory Council is convened every 2 years and is chaired by the Chief Master Sergeant of the Air Force with all MAJCOM and selected FOA and DRU senior enlisted advisors or their designated representatives in attendance. They determine the applicability of information contained in the current study guides and approve new subject matter for inclusion in the next revisions. Their decisions are based on the results of an MK&TS field evaluation survey administered to a stratified random sample of approximately 8,000 NCOs Air Force wide. This survey lists the content of both study guides and asks that each topic be rated according to the need in which knowledge of, or skill in that particular topic is necessary to perform at the respondents present grade. After the surveys are analyzed and the data compiled, the council then has a clear picture of what NCOs think should be published in both study guides.

There is also another way that helps determine what NCOs want. A quality feedback form has been placed in the back of this volume. Beginning with the November 1992 edition of the PFE Study Guide, this form was included for your comments and suggestions. We review and discuss all comments and suggestions we receive and decide whether to implement them based on practicality. Many suggestions have been recorded on past agendas for the MK&TS Advisory Councils analysis. The feedback form is your source for making suggestions to improve the quality of the study guides, or for general comments or complaints. (**NOTE: Please do not use AF Form 1000, United States Air Force—Suggestion, to recommend changes to either study guide.**) We must abide by AFI 37-160 which stipulates “..message changes are not issued to pamphlets, directories, or catalogs.” Also, we **will not** provide write-in changes, page-insert changes, or any other notification of revised material or information as changes occur. We will maintain all corrections, changes, and updates for publication in the next study guide.

## THE MILITARY KNOWLEDGE AND TESTING STANDARD (MK&TS)

You must understand the purpose of the MK&TS and how to use it before planning your study routine. You should find that this system is a more useful tool than the previous MTS and will eliminate any misunderstanding pertaining to the level of comprehension required for the various grades. As in the old MTS, the MK&TS specifies the subject areas and knowledge levels NCOs should possess at each grade from SSgt through CMSgt, and is the standard for developing the PFE and USAFSE Study Guides. The MK&TS actually looks very similar to the MTS; however, we believe you'll appreciate the differences.

The first step in reviewing the MK&TS is to identify the specific subject areas that are in volume 1, volume 2, or both. Once you identify these areas, the next step is to identify the specific knowledge levels that apply to those areas. (**NOTE:** In many cases you'll find one code for the entire chapter for your particular for promotion to grade.)

To use the MK&TS, first study the MK&TS code key. Here you'll find definitions for each of the letter codes used. The new codes for the two study guides, as excerpted from Blooms Cognitive Taxonomy, are K, knowledge; C, comprehension; and A, application.

Once you understand the codes, continue to read through the MK&TS. You will find the subject areas and, to the right of each item, the letter code for each grade. This code indicates the level of comprehension you should attain for each subject area or chapter. Remember, make sure you use the correct code for the grade in which you are testing (not the grade you currently hold). For example, if you are a SSgt testing for TSgt, the letter codes under the TSgt column apply to you. Study toward achieving this level of understanding.

It may be of interest to you that the promotion test developers use the MK&TS when they develop test questions. The code letters that we just mentioned determine the difficulty of the questions on your promotion test. For instance, a question in a subject coded C will be more difficult than a subject area with a code of K.

By using the MK&TS correctly, you can optimize your study time. You must remember that all information in this study guide is testable so, while reading, refer to the MK&TS as often as necessary to ensure you're learning the material at the proper comprehension level.

## **STUDY ROUTINE**

One important step is to set up a study routine. This will allow you to familiarize yourself with new material and review previous material in separate sections a little at a time.

You should set a definite time and place to study. Each day set aside an hour or two to study. If possible, use the same time each day. This helps develop a routine and will minimize the risk of letting time slip by without studying. Also, you should have a specific place to study that's free of noise and distractions. You might find it beneficial to face your desk and chair toward an empty wall so you'll have nothing to distract you. By going to a specific place at a certain time to study, you'll find it easier to warm up to your subject and it should help you concentrate easier.

## **AIR FORCE TEST COMPROMISE POLICY**

**WARNING!!! Since the PFE counts for up to 100 points of your total Weighted Airman Promotion System (WAPS) score, it is important for you to establish a SELF-STUDY program that will help you score well. Self-study is highlighted to emphasize that group study (two or more people) and training programs specifically designed to prepare for promotion tests are strictly prohibited by AFI 36-2605, *Air Force Military Personnel Testing System*. This prohibition protects the integrity of the promotion testing program by helping to ensure WAPS test scores are a reflection of each member's individual effort.**

In addition to group study, specific compromise situations you must avoid include, but are not limited to: (1) Discussing the contents of a PFE with anyone other than the test control officer or test examiner; and (2) Sharing pretests or lists of test questions recalled from a current or previous PFE, personal study materials, or underlined or highlighted study reference material or commercial study guides with other individuals.

Air Force members who violate these prohibitions are subject to prosecution under Article 92 (1) of the UCMJ for violating a lawful general regulation. Refer to chapter 5 of this study guide for more information regarding WAPS test compromise.

WAPS was developed as an objective method of promoting the most deserving airmen to the next higher grade. Any time a promotion examination is compromised, there's a possibility that one or more undeserving airmen will get promoted at the expense of those who followed the rules. Do not place your career in jeopardy. Study, take your promotion examinations, and earn your next stripe--on your own!

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## Chapter 1

### THE MISSION

#### 1.1. Introduction:

1.1.1. This chapter introduces the Air Force mission and the basic principles of aerospace power employment. The information is taken directly from AFM 1-1, volume 1, *Basic Aerospace Doctrine of the United States Air Force* (projected to be replaced by AFDD 1), chapters 1, 2, and 4, dated March 1992. Figure 1.2 is taken directly from AFM 1-1, volume 2, Essay G.

1.1.2. In the foreword to AFM 1-1, General Merrill A. McPeak, former Chief of Staff, US Air Force, said the following:

*“This manual is one of the most important documents ever published by the United States Air Force. Doctrine is important because it provides the framework for understanding how to apply military power. It is what history has taught us works in war, as well as what does not.”*

1.1.3. Simply defined, aerospace doctrine is what we hold true about aerospace power and the best way to do the job in the Air Force. It is based on experience, our own and that of others. Doctrine is what we have learned about aerospace power and its application since the beginning of powered flight. While history does not provide specific formulas that can be applied without modification to present and current situations, it does provide the broad conceptual basis for our understanding of war, human nature, and aerospace power. Thus, doctrine is a guide for exercising professional judgment rather than a set of rules to be followed blindly. It is the starting point for solving contemporary problems.

1.1.4. Doctrine is also a standard against which to measure our efforts. It describes our understanding of the best way to do the job--the world as it should be. Many factors can prevent us from acting in the best manner, but doctrine can guide our efforts, gauge our success, and illuminate our problems.

1.1.5. Doctrine should be alive--growing, evolving, and maturing. New experiences, reinterpretations of former experiences, advances in technology, changes in threats, and cultural changes can all require alterations to parts of our doctrine even as other parts remain constant. If we allow our thinking about aerospace power to stagnate, our doctrine can become dogma. This is an airman's doctrine--written by air power scholars for use by air power practitioners.

1.1.6. An understanding of aerospace doctrine must begin with an understanding of the nature of war. The American inclination for viewing war as an aberration in the affairs of mankind and as an occasional crusade to destroy a clearly recognized evil often distorts our understanding of warfare and its purposes.

#### 1.2. War and the American Military:

1.2.1. **War is a violent struggle between rival societies to attain competing political objectives.** War is just one means used by nation-states, subnational groups, or supranational groups to achieve disputed objectives.

1.2.1.1. **War is an instrument of political policy.** War is generally the instrument of last resort reserved for those issues considered vital (disputes that cannot be resolved using nonviolent instruments of policy). War does not replace other instruments of policy; rather, it is used in addition to other instruments.

1.2.1.2. **The military objective in war is to compel the adversary to do our will.** Lasting success (a better state of peace) requires that the adversary's hostile will and ability be overcome. Overcoming hostile will can involve military operations but primarily relies on other instruments of policy. The military is the instrument of power (policy) best suited to attack the ability to resist. Military methods are based upon the principles of war (figure 1.1) but must be coordinated and orchestrated with nonmilitary instruments of national power.

1.2.2. **War is a human enterprise.** The use of violence injects levels of emotion and ferocity into war that tend to undermine the rationality and cloud the vision of friend and foe.

1.2.2.1. **War is characterized by fog, friction, and chance.** War is not an engineering project and must not be treated as such. All human qualities--good and bad, often influenced by fear and fatigue--ensure war will be characterized by uncertainty, unreliability, and unpredictability.

1.2.2.2. **Success in war requires mastery of the art of war as well as the science of war.** Modern warfare is one of the most complex of human activities. Success in war depends at least as much on intellectual superiority as it does on numerical and technological superiority. Victory results from creating advantages against thinking

## **OBJECTIVE**

Direct military operations toward a defined and attainable objective that contribute to strategic, operational, or tactical aims.

## **OFFENSIVE**

Act rather than react and dictate the time, place, purpose, scope, intensity, and pace of operations. The initiative must be seized, retained, and fully exploited.

## **MASS**

Concentrate combat power at the decisive time and place.

## **ECONOMY OF FORCE**

Create usable mass by using minimum combat power on secondary objectives. Make the fullest use of all forces available.

## **MANEUVER**

Place the enemy in a position of disadvantage through the flexible application of combat power.

## **UNITY OF COMMAND**

Ensure unity of effort for every objective under one responsible commander.

## **SECURITY**

Protect friendly forces and their operations from enemy actions which could provide the enemy with unexpected advantage.

## **SURPRISE**

Strike the enemy at a time or place or in a manner for which he is unprepared.

## **SIMPLICITY**

Avoid unnecessary complexity in preparing, planning, and conducting military operations.

**Figure 1.1. Principles of War.**

opponents who are bent on creating their own advantages. Thus, success demands an intricate combination of the science of war (that which can be measured and studied) and the art of war (the creative, flexible, and responsive employment of means to achieve tasks).

1.2.2.3. *The principles of war help provide a better understanding of warfare, but they are not checklist*

*items that necessarily lead to success.* The principles are important to the understanding and mastery of warfare, but professional expertise requires a depth of knowledge far beyond mere principles.

1.2.3. **The study of war is complicated because war is complicated.** Attempts to simplify war by arranging descriptions along a spectrum or a continuum can lead to oversimplification. The following discussion recognizes

that war can be characterized in many ways. The warrior must strive to understand all of them.

1.2.3.1. ***War can be characterized by the level of objective intent.*** Total destruction of an enemy is at the high end of objective intent. An example of lower levels of objective intent would be to apply military leverage to change an enemy's behavior or to punish an enemy for transgressions.

1.2.3.2. ***War can be characterized by the level of effort supporting the war.*** National mobilization describes the maximum level of effort of nations at war. On the other hand, throughout history, nations have gone to war using limited resources to achieve limited objectives.

1.2.3.3. ***War can be described at any instant by the level of intensity of combat.*** Rapid and continuous engagement and exchange of lethal blows between nuclear or conventional forces characterize the high end of combat intensity. The use of subversion, terrorism, and guerrilla tactics often found in insurgent warfare characterizes the lower levels of combat intensity.

1.2.3.4. ***War can be characterized by the nature of alliance or coalition relationships.*** Coalitions may be binational, multinational, or, in the case of insurgency, subnational. Coalition relationships can increase strengths, cause vulnerabilities, determine command relationships, and influence employment strategies.

1.2.3.5. ***War can be characterized by the weaponry employed.*** In this regard, nuclear and conventional warfare involve such fundamental differences that the differences have a significant impact on required equipment, training, and employment techniques. Nuclear warfare is unique in that no instance of it has occurred when more than one opponent had nuclear weapons. Because of the uncertainties associated with nuclear warfare and the destructive power of nuclear weapons, deterrence has been and will continue to be a cornerstone of American security policy.

1.2.3.6. ***The forms and characteristics of war are not mutually exclusive.*** Depending on circumstances (including political and operational objectives, as well as the military capabilities of opposing forces), a particular form of war may assume more than one dimension over time, or different forms of warfare may occur simultaneously. For example, an insurgency may take on conventional overtones with the overt military intervention of a third country. Or a conventional war against a nuclear-equipped adversary may, at some point, involve the use of nuclear weapons. Further, a variety of weapons, including chemical and biological, can be employed in any form of war.

1.2.4. **War is planned and executed at three levels: strategic, operational, and tactical.** These levels are dynamically interrelated. There are no clearly defined boundaries between them.

1.2.4.1. ***The strategic level of war incorporates the broadest concerns of national policy.*** The entire war effort, not just the military effort, is the focus. Decisions at this level should reflect national goals, integrate all of the instruments of power, provide forces, and determine constraints on their use.

1.2.4.2. ***The operational level of war focuses on campaigns.*** Decisions at this level orchestrate forces to accomplish strategic objectives within a theater. These objectives are achieved through the design, organization, and conduct of campaigns and major operations that guide tactical events.

1.2.4.3. ***The tactical level of war focuses on battles and engagements.*** Decisions at this level apply combat power to create advantages when in contact with or proximity to the enemy.

1.2.5. **A significant domain of military activities exists below the level of war.** The United States seeks to preserve a stable global environment in which its national interests can be achieved through peaceful access to free markets and resources. In this regard, US military forces are charged with a range of peacetime responsibilities in addition to preparing for war. The dividing line between military operations in war and those short of war is not always clearcut.

1.2.5.1. ***American military forces are called upon to train and advise other nations in matters of defense, to include foreign internal defense.*** Training and advisory efforts promote regional stability by facilitating collective security, self-defense capabilities, and internal order among international friends and allies.

1.2.5.2. ***Peacekeeping functions, support for insurgencies and counterinsurgencies, and combating terrorism often involve activities short of war (figure 1.2).*** American military forces may be called on to perform specific peacekeeping functions in resolving regional conflicts. Additionally, the United States has found it necessary to lend support to governments combating insurgencies and to support insurgent movements. Finally, combating terrorist threats may involve the US military in activities short of warfare.

1.2.5.3. ***Activities short of war have important ancillary benefits.*** Peacetime activities result in direct contacts between US military forces and the forces of many other nations. These contacts often prove helpful in pursuing

Advisory Assistance	Joint and Combined Exercises
Aircraft Visits	Medical Readiness Exercises
Antiterrorism	Military Presence
Armed Escort	Mobile Training Teams
Attacks	Noncombatant Evacuations
Blockades	Operations to Restore Order
Civic Action	Peacekeeping Operations
Cooperative Programs	Port Visits
Counterdrug Operations	Psychological Operations
Counterterrorism	Raids
Direct Action	Recovery Operations
Disaster Relief	Rescue Operations
Exchange Tours	Security Assistance
Foreign Internal Defense	Security Operations
Humanitarian & Civic Assistance	Shows of Force
Intelligence Collection	Stability
Intelligence Sharing	Unconventional Warfare

**Figure 1.2. Examples of Military Activities Short of War.**

such national goals as democratization and peaceful conflict resolution.

1.2.6. **The organization of the American military is based on the concept of task specialization.** The organizational framework and responsibilities are prescribed by public law.

1.2.6.1. ***The services organize, train, equip, and provide military forces.*** The services are organized under three departments, generally along the lines of the mediums of warfare: air, land, and sea.

1.2.6.1.1. Each department is charged with the development and cultivation of specialized competence in one of the mediums of warfare.

1.2.6.1.2. The military departments are also charged with the responsibility for defining the future requirements of war fighting and deterrence with respect to the associated mediums of warfare. When requirements are approved by appropriate authorities, military departments are responsible for acquiring, testing, and fielding war-fighting systems.

1.2.6.2. ***Forces are provided by the services to commanders of combatant commands through service component commanders.*** Service component commanders remain responsible for continued training, administration, and logistic support of assigned forces.

1.2.6.2.1. Commanders of combatant commands are charged with broad mission responsibilities and are empowered with operational authority to employ forces provided by the military departments.

1.2.6.2.2. A commander of a combatant command envisions means of accomplishing his or her missions (joint commanders intent) and develops plans to carry out these missions--campaign plans.

1.2.6.2.3. Ideally, campaign-planning responsibilities are fully shared with subordinate component commanders to ensure the best available specialized expertise and forces are brought to bear most effectively on the combatant commanders mission.

1.2.6.3. ***Component commanders provide specialized competence.*** Commanders of component commands bring air, land, sea, or other specialized competence and forces for employment under the operational authority of commanders of combatant commands.

1.2.6.3.1. In concert with the joint commander, each component commander develops his or her vision (component commanders intent) of the best ways in which his or her particular expertise and forces can be brought to bear on the combatant commanders mission.

1.2.6.3.2. Component commanders incorporate their visions while translating the joint commanders intent into operational plans that support the combatant commanders plan.

### **1.3. The Nature of Aerospace Power:**

*“Nowadays, anyone considering land and sea operations of any importance must of necessity remember that above the land and sea is the air.”*

**Giulio Douhet**

**1.3.1. Impact of Aerospace Power.** The advent of air power, and later aerospace power, did not change the essential nature of war, but air power did change the way war is conducted. Further, it created the requirement for development and cultivation of a new expertise, a competence in exploiting the three-dimensional aspects of aerospace forces.

**1.3.2. Aerospace Environment.** The aerospace environment can be most fully exploited when considered as an indivisible whole. Although there are physical differences between the atmosphere and space, there is no absolute boundary between them. The same basic military activities can be performed in each, albeit with different platforms and methods.

**1.3.2.1. *Aerospace consists of the entire expanse above the Earth's surface.*** Its lower limit is the Earth's surface (land or water), and its upper limit reaches toward infinity.

**1.3.2.2. *Aerospace provides access to all of the Earth's surface.*** Unlike surface environments, aerospace has no natural lateral boundaries. Nations do recognize political boundaries in the atmosphere, but by convention there are no such boundaries in space.

### **1.3.3. Aerospace Platform:**

**1.3.3.1. *Aerospace power grows out of the ability to use a platform operating in or passing through the aerospace medium for military purposes.*** Development of platforms that operate above both land and sea has significantly altered warfare by creating a third dimension for military operations.

**1.3.3.1.1.** Elevation above the Earth's surface provides relative advantages over surface-bound forces. Elevation provides broader perspective, greater potential speed and range, and three-dimensional movement. The result is inherent flexibility and versatility based on greater mobility and responsiveness. Aerospace powers speed, range, flexibility, precision, lethality, and versatility are its outstanding attributes. This combination of attributes provides the foundation for the employment concepts of aerospace power.

**1.3.3.1.2.** Aerospace power can quickly concentrate on or above any point on the Earth's surface. Aerospace power can exploit the principles of mass and maneuver simultaneously to a far greater extent than surface forces. There are no natural lateral boundaries in the aerospace environment to prevent aerospace platforms from concentrating their power at any point, and from doing so very quickly, even when starting from widely dispersed locations.

**1.3.3.1.3.** Aerospace power can apply force against any facet of enemy power. Aerospace power can be brought to bear on an enemy's political, military, economic, and social structures simultaneously or separately. It can be employed in support of national, theater or joint, or other component objectives. It can be coordinated with surface power or employed independently.

**1.3.3.1.4.** The inherent speed, range, flexibility, precision, and lethality of aerospace power combine to make it the most versatile component of military power. Its versatility allows aerospace power to be rapidly employed against any level of objective from strategic through theater, to include tactical employment in support of other component forces objectives. The versatility of aerospace power may easily be lost if aerospace forces are subordinated to surface elements of power.

**1.3.3.2. *Aerospace power results from the effective integration of platforms, people, weapons, bases, logistics, and all supporting infrastructure.*** No one aspect of aerospace power should be treated in isolation since each element is essential and interdependent.

**1.3.3.2.1.** Ultimately, aerospace power depends on the performance of the people who operate, command, and sustain aerospace platforms. Although human performance can rise far above expectations under the stress of combat, commanders must remember that everyone has a breaking point. When that point is reached, individual performance tends to degrade catastrophically rather than gradually.

**1.3.3.2.2.** The choice of weapons is a key aspect in the realization of aerospace power. Weapons should be selected based on their ability to influence an adversary's capability and will.

**1.3.3.2.3.** Precision weaponry requires precise intelligence and effective command and control. Achieving the full potential of aerospace power requires timely, relevant intelligence and sufficient command and control assets to permit commanders to exploit its speed, range, flexibility, and versatility.

**1.3.3.2.4.** Supporting bases with their people, systems, and facilities are essential to launch, recovery, and sustainment of aerospace platforms. The effectiveness of aerospace forces depends on base availability and operability.

## **1.4. Aerospace Roles and Missions:**

**1.4.1. *Aerospace forces perform four basic roles: aerospace control, force application, force enhancement, and force support (figure 1.3).*** Roles

ROLES	TYPICAL MISSIONS
<b>AEROSPACE CONTROL</b>  (Control the Combat Environment)	Counterair Counterspace
<b>FORCE APPLICATION</b>  (Apply Combat Power)	Strategic Attack Interdiction Close Air Support
<b>FORCE ENHANCEMENT</b>  (Multiply Combat Effectiveness)	Airlift Air Refueling Spacelift Electronic Combat Surveillance and Reconnaissance Special Operations
<b>FORCE SUPPORT</b>  (Sustain Forces)	Base Operability and Defense Logistics Combat Support On-Orbit Support
<b>NOTES:</b> 1. Role and mission matchups are not exclusive. A strategic attack (such as bombing an aircraft factory) can be a vital part of the aerospace control role. 2. The development of capabilities in space depends on technological advancements and national policy. 3. Aerospace forces and platforms are not limited to particular roles or missions. For example, heavy bombers can perform close air support, fighter-bombers can attack strategic targets, and special operations forces can perform a variety of roles and missions.	

**Figure 1.3. Roles and Typical Missions of Aerospace Power.**



**Figure 1.4. F-15 Eagle.**

define the broad purposes or functions of aerospace forces. Missions define specific tasks, not capabilities or organizations. The roles and missions are, in turn, defined by *objectives*, not by the platform or weapon used. Most aerospace forces can perform multiple roles and missions, and some can perform multiple roles and missions in unique ways. Role and mission matchups are not exclusive. For example, the electronic combat mission, while primarily a force enhancer, can be a vital element in both the aerospace control and force application roles. Special operations forces also provide capabilities for many roles and missions. They are used to perform close air support, interdiction, airlift, reconnaissance, and other missions from preconflict stages through the full spectrum of conflict, but generally they operate within the framework of clandestine conditions. Because of the unique demands of these applications, use of special operations forces involves highly specialized training and ideally uses specialized aerospace platforms. These capabilities are most often used as part of a joint special operations task force. Effective force application and safety requirements make it essential that the joint special operations task force commander operates in close coordination with the theater air commander.

**1.4.1.1. *Aerospace control ensures the friendly use of the environment while denying its use to an enemy.***

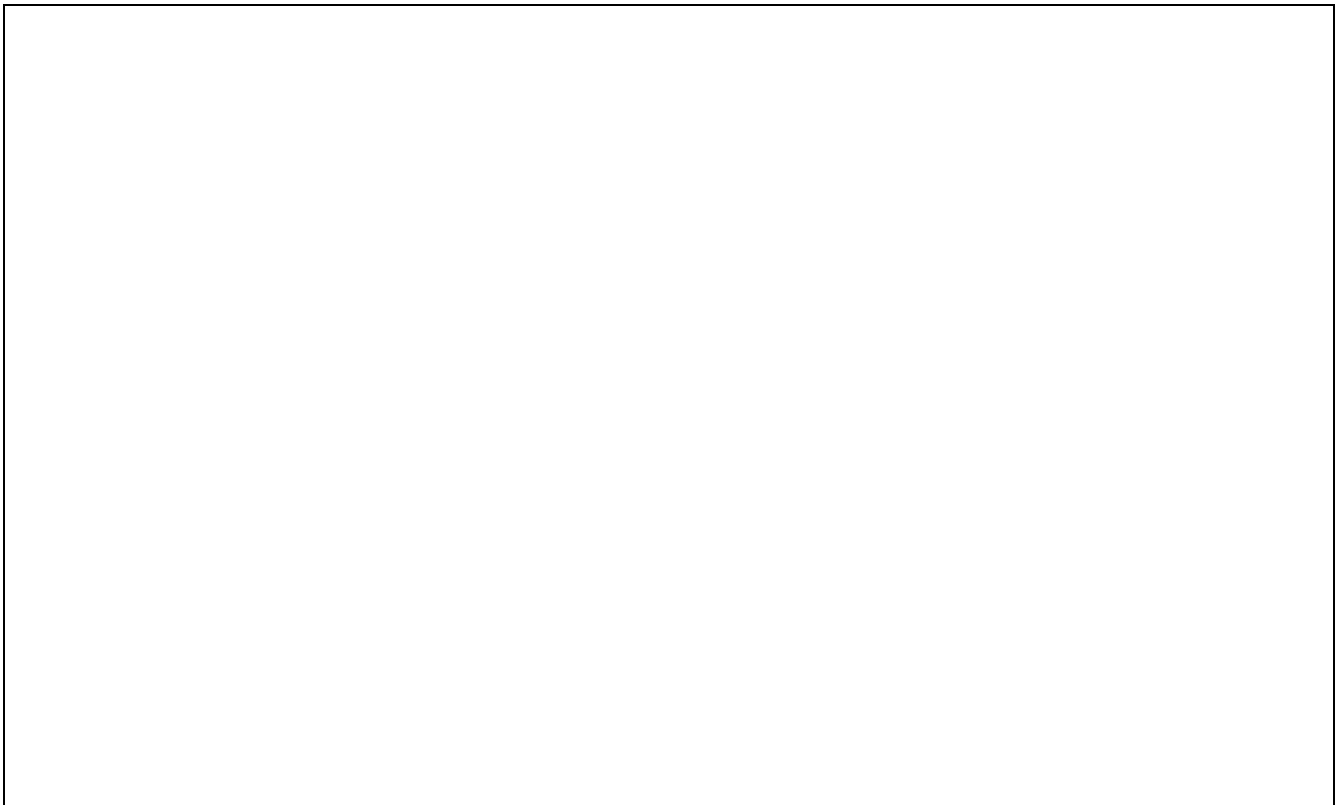
Aerospace control includes all missions whose objectives are designed to gain and maintain control of the aerospace environment. Counterair missions are those whose objective is control of the air. The objective of counterspace missions is control of space. These missions can be further divided into offensive and defensive aerospace control. Offensive aerospace control operations seek out and neutralize or destroy enemy aerospace forces and ground-based defenses at a time and place of our choosing (figure 1.4). Defensive aerospace control operations detect, identify, intercept, and destroy enemy aerospace forces attempting to attack friendly forces or to penetrate the aerospace environment above friendly surface forces (figure 1.5).

**1.4.1.2. *Force application brings aerospace power to bear directly against surface targets.***

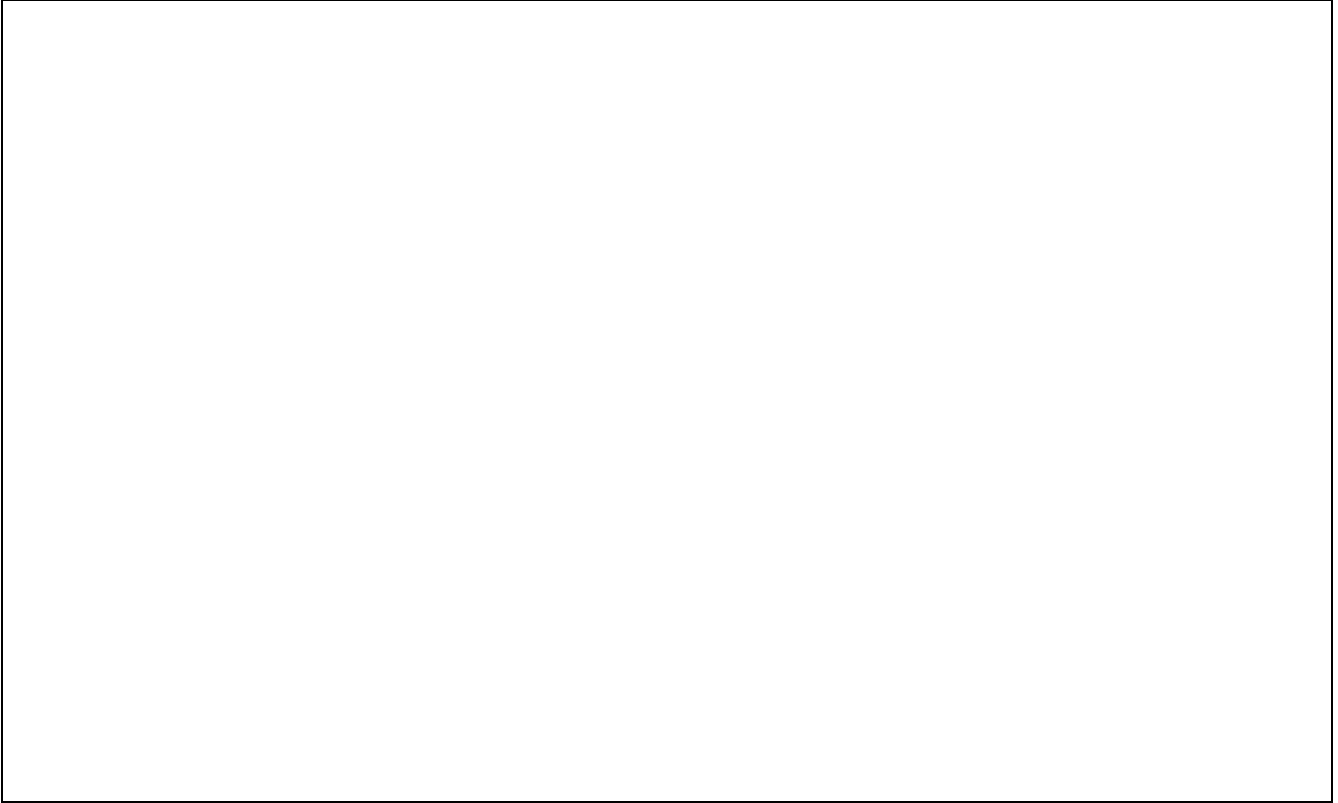
This role includes those missions that apply combat power against surface targets exclusive of missions whose objective is aerospace control. The objective of the strategic attack mission is to destroy or neutralize an enemy's war-sustaining capabilities or will to fight. Interdiction delays, disrupts, diverts, or destroys (figure 1.6) an enemy's military



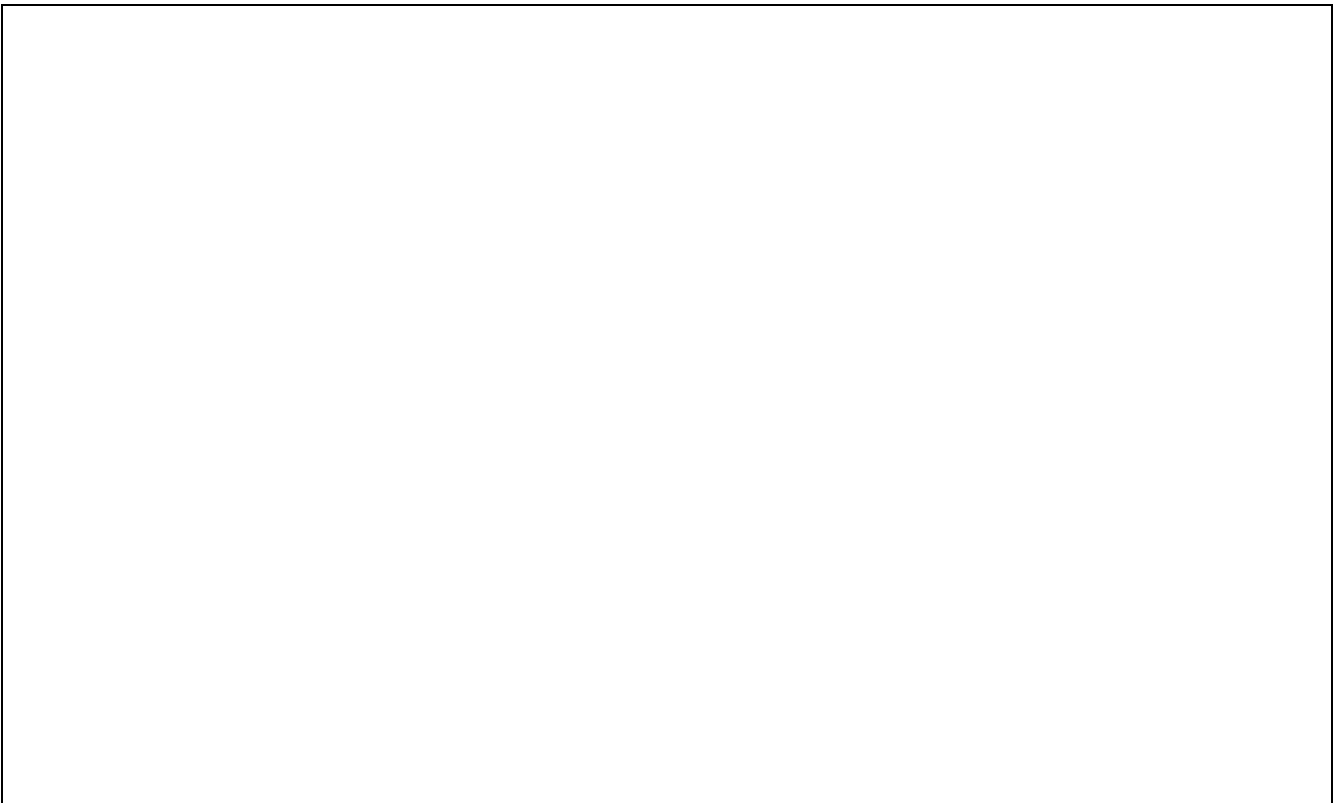
**Figure 1.5. F-16 Fighting Falcon.**



**Figure 1.6. F-117 Stealth Fighter.**



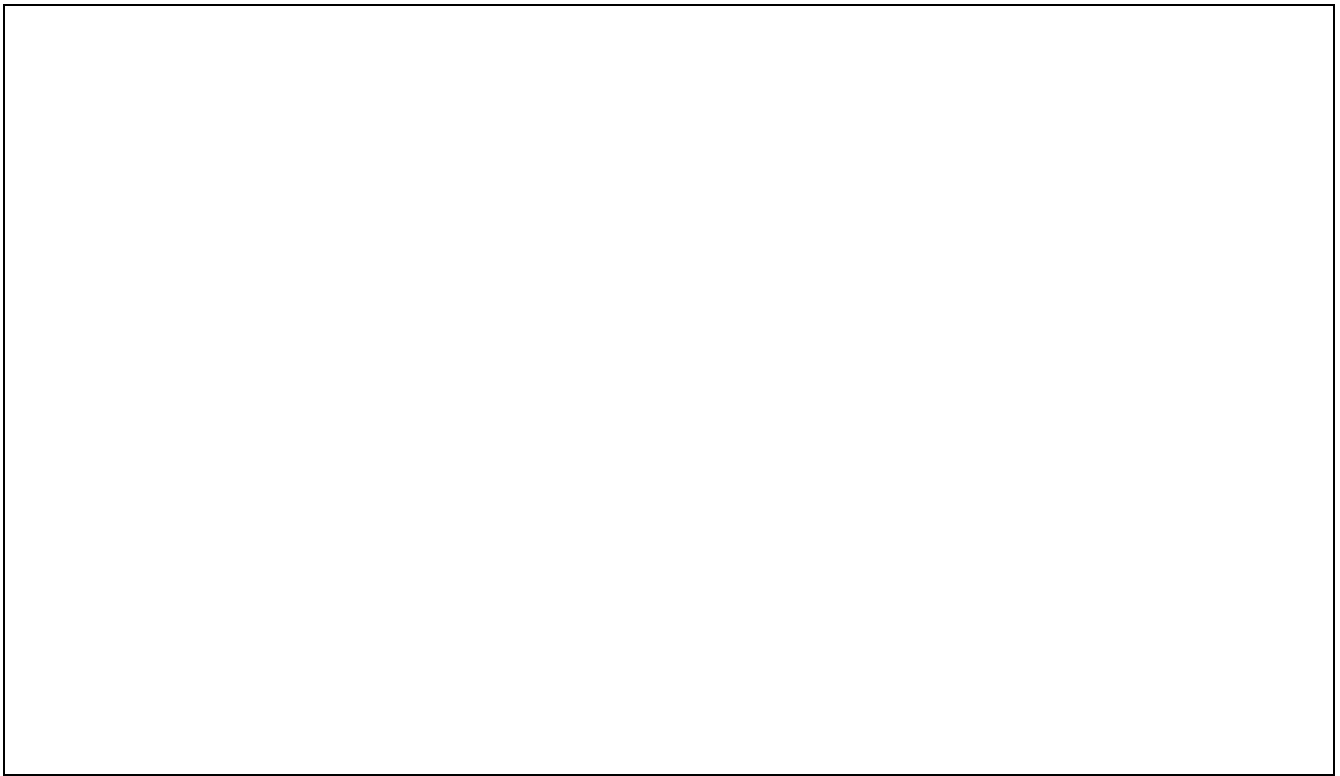
**Figure 1.7. A-10 Thunderbolt II.**



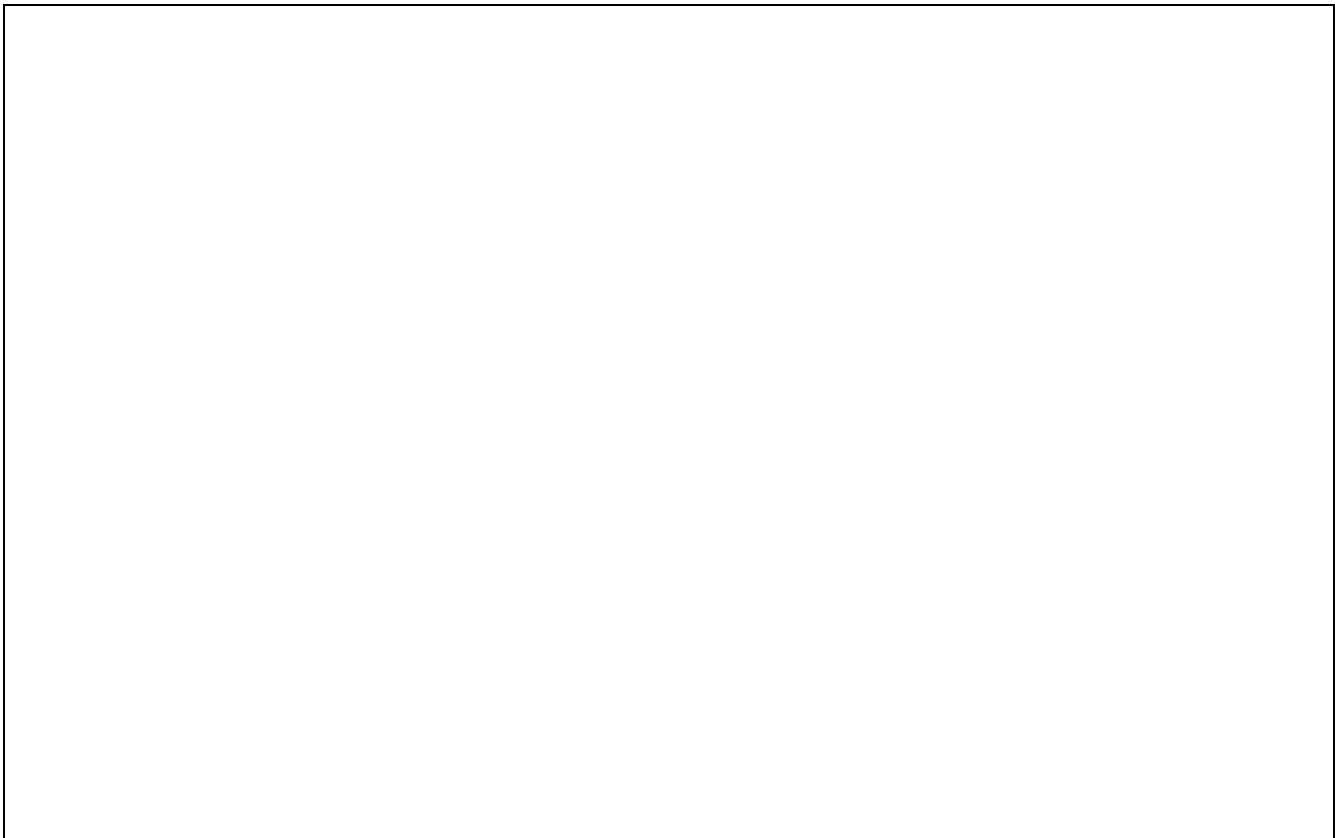
**Figure 1.8. C-5 Delivering Supplies and Equipment.**



**Figure 1.9. KC-10 Extender Refueling a B-2.**



**Figure 1.10. EF-111A Raven.**



**Figure 1.11. E-3A Sentry (AWACS).**

potential before it can be brought to bear against friendly forces. Close air support (figure 1.7) directly supports the surface commander by destroying or neutralizing enemy forces that are in proximity to friendly forces.

**1.4.1.3. *Force enhancement increases the ability of aerospace and surface forces to perform their missions.***

Airlift projects power by transporting people and materiel rapidly without regard to surface obstacles (figure 1.8). Air refueling increases the ability of aircraft by extending their range, payload, and endurance (figure 1.9). Spacelift projects power by transporting people and materiel to and through space. Electronic combat controls the electromagnetic spectrum by neutralizing or destroying the enemy's electromagnetic capabilities (figure 1.10). Surveillance and reconnaissance provide data needed for effective combat operations (figure 1.11).

**1.4.1.4. *Force support must sustain operations if aerospace forces are to be successful.***

Forces performing the base operability and defense mission defend aerospace installations from attack, help aerospace forces survive such attacks, and return installations to full capability after attacks. Logistics creates and sustains aerospace forces. This mission involves all such activities except those that are part of the combat support mission. Combat support provides essential services to aerospace

organizations and their personnel in operational conditions. On-orbit support keeps platforms in space operating as effectively and efficiently as possible.

**1.4.2. Tenets of Aerospace Power.** Aerospace power employment is based on principles of war and the tenets of aerospace power. The principles of war were discussed earlier. In addition to the principles of war, the tenets of aerospace power (figure 1.12) are important guidelines and considerations for commanders. These tenets describe how aerospace power can be used to achieve military objectives. They highlight important ways aerospace forces differ from surface forces. While the principles of war are guidelines that commanders of all types of forces can use to form and select a course of action, the tenets of aerospace power reflect more specific understanding of the aerospace medium and current aerospace capabilities.

**1.5. Airmindedness:**

**1.5.1.** The first part of this chapter discussed warfare in broad, traditional terms. The second part of this chapter presented what airmen have learned about aerial warfare during its short history. Because that history comprises only 80 years, it is not surprising that traditional, two-dimensional surface warfare concepts dominate military

### **Centralized Control/Decentralized Execution**

Aerospace forces should be centrally controlled by an airman to achieve advantageous synergies, establish effective priorities, capitalize on unique strategic and operational flexibility, ensure unity of purpose, and minimize the potential for conflicting objectives. Execution of aerospace missions should be decentralized to achieve effective spans of control, responsiveness, and tactical flexibility.

### **Flexibility/Versatility**

The unique flexibility and versatility of aerospace power should be fully used and not compromised. The ability to concentrate force anywhere and attack any facet of the enemy's power is the outstanding strength of aerospace power.

### **Priority**

Effective priorities for the use of aerospace forces flow from an informed dialogue between the joint or combined commander and the air component commander. The air commander should assess the possible uses as to their importance to (1) the war, (2) the campaign, and (3) the battle. Air commanders should be alert for the potential diversion of aerospace forces to missions of marginal importance.

### **Synergy**

Internally, the missions of aerospace power, when applied in comprehensive and mutually supportive air campaigns, produce effects well beyond the proportion of each mission's individual contribution to the campaign. Externally, aerospace operations can be applied in coordinated joint campaigns with surface forces, either to enhance or be enhanced by surface forces.

### **Balance**

The air commander should balance combat opportunity, necessity, effectiveness, and efficiency against the associated risk to friendly aerospace resources. Technologically sophisticated aerospace assets are not available in vast numbers and cannot be produced quickly.

### **Concentration**

Aerospace power is most effective when it is focused in purpose and not needlessly dispersed.

### **Persistence**

Aerospace power should be applied persistently. Destroyed targets may be rebuilt by resourceful enemies. Air commanders should plan for restrikes against important targets.

**Figure 1.12. Tenets of Aerospace Power.**

thinking. Yet, if military power (including aerospace power) is to reach its full potential, all aspects of warfare must be reexamined from the aerial or three-dimensional perspective. Thus, air leaders have stressed the importance of developing an aerial mindset--"airmindedness."

1.5.2. Figure 1.13 presents an airman's reassessment of the principles of war. *This viewpoint is not presented here as doctrine*, although the reader will find air

doctrinal principles laced throughout. Rather, it illustrates the mindset airmen should develop as they think through their form of military power and then apply these principles to their profession of arms.

### **1.6. Preparing the Air Force for War:**

*"To be prepared for war is one of the most effectual means of preserving peace."*

**George Washington**

**Objective**

- The objective is always important, but it is especially so in aerospace warfare because of the range of options available.
- Airmen are not constrained to achieving tactical objectives as a prerequisite to obtaining strategic objective.
- Aerospace forces can pursue tactical, operational, or strategic objectives—or all three at the same time.

**Offensive**

- Aerospace forces are inherently offensive—even when defending, they attack.
- Aggressive defeat of the enemy's aerospace forces is the airman's first priority in warfare—it makes all other operations possible.

**Unity of Command**

- Unity of command is important for all forces, but it is critical to prudent employment of aerospace forces.
- Aerospace power is the product of multiple aerospace capabilities. Centralized command and control is the key to fusing these capabilities.
- The momentary misapplication of aerospace forces is much more likely to have immediate strategic consequences than is the case with surface forces.

**Security**

- The lethality of aerospace forces makes the security of friendly forces from enemy air power a paramount concern.
- Security may require the elimination of the enemy's aerospace capabilities.

**Surprise**

- Surprise depends on initiative and is made more attainable by the versatility of aerospace power.
- Where, when, or how an enemy is struck is relatively independent of where and how aerospace forces are postured. Choice of time and place always rests with the commander of superior aerospace forces.
- Compared to land and sea forces, terrain and distance are not inhibiting factors for aerospace forces.
- Surprise is aerospace power's strongest advantage.

**Simplicity**

- Planning, logistics, and administrative support are complex for all types of forces but, generally, are less so for aerospace forces compared to surface forces possessing equivalent combat power.
- The fluid, featureless, boundless nature of the aerospace environment makes the execution of aerospace operations elegantly simple compared to that of surface forces.

**Mass and Maneuver**

- The speed with which aerospace forces maneuver in three dimensions allows them to achieve mass faster than surface forces.
- The commander of forces operating in three dimensions does not sacrifice maneuver when mass is achieved—mass and maneuver can be employed simultaneously.
- The simultaneous employment of mass and maneuver by aerospace forces creates tremendous leverage when applied against surface forces.

**Economy of Force**

- It is ironic that this principle was so well developed before the advent of air power. It describes precisely the greatest vulnerability of aerospace power.
- The misuse of aerospace power can reduce its contribution more than enemy action.
- Because aerospace power is precious, it must be conserved by caring and competent airmen.

**Figure 1.13. An Airman's View.**

The Department of the Air Force is assigned a variety of primary and collateral functions and responsibilities. Building upon the ideas presented in the previous paragraphs, the following subparagraphs provide guidance on how the Air Force must organize, train, and equip its aerospace forces so that it can carry out these functions and responsibilities.

**1.6.1. Air Force Aerospace Power.** The Air Force should be in the forefront of developing and exploiting aerospace power. Aerospace forces directly assigned to surface forces have surface support mission priorities that limit their ability to exploit the full scope of aerospace operations. For example, Army and Marine Corps aerospace forces are organized and designed to give first priority to immediate and close support of ground forces. Likewise, naval aerospace forces, as a priority, support fleet operations. In contrast, only the Air Force is charged with preparing aerospace forces that are organized, trained, and equipped to exploit fully aerospace powers flexibility and potential decisiveness.

**1.6.1.1. *The Air Force should be prepared to fight as a member of an interdependent team of land, naval, and aerospace forces.*** This interdependence demands attention to joint and combined requirements when organizing, training, and equipping the Air Force. As modern wars have demonstrated, coordinated action by two or more services has significant advantages when large or prolonged use of military force is required. Each service has specific capacities, and the many options provided by each service and their effective combinations provide strategic flexibility. The special capacity of the Air Force, application of aerospace power, has proved to be pivotal in modern warfare

**1.6.1.2. *Attaining the full potential of aerospace power requires a continuous search for better ways to organize, train, and equip the Air Force.*** The success of this search depends on a keen awareness of how changes in one area (organization, training, or equipment) often require changes in one or both of the other areas.

**1.6.2. Organizing Air Force Aerospace Power.** Air Force elements should be organized for wartime effectiveness rather than peacetime efficiency. Although peacetime efficiencies are in constant demand, they can be self-defeating if they hinder rapid and effective transition from peace to war.

**1.6.2.1. *The Air Force should organize to make full, effective, and coordinated use of its total force.*** Reserve and National Guard forces comprise a major portion of Air Force aerospace power. The effective integration of the total force must have a high priority in Air Force organizational decisions.

**1.6.2.2. *Organizational structures should be designed to exploit aerospace powers versatility and to make aerospace forces responsive, flexible, survivable, and sustainable.*** The ability to use aerospace forces against any level of objective, whether independently, in support of, or supported by other components, requires organizations that do not constrain employment concepts. Speed and flexibility are required if forces are to cope with the unexpected in modern, fast-paced warfare. Survivable forces must be able to sustain the fight with the proper balance of people, concepts, and equipment. Success in war demands that aerospace organizations effectively integrate personnel policies, operational and logistical concepts, and equipment requirements.

**1.6.2.2.1.** Air Force units should be organized to harness people, equipment, and operational methods of effective arrangements to accomplish assigned missions. Mission success, especially for aerospace forces, depends on organizations possessing flexibility to adapt to rapidly changing circumstances and to exploit new technical capabilities. Operational effectiveness and survivability are key considerations.

**1.6.2.2.2.** Air Force units should be organized to enhance self-defense capabilities and self-sufficient operations. All units should provide at least limited protection for their personnel and resources. Within a base, units should be organized to provide mutual support. Within a theater, bases should be organized for mutual support. Both units and bases should be organized so they can operate autonomously for limited periods.

**1.6.2.2.3.** Air Force forces should be organized to enhance centralized control and decentralized execution. To exploit the speed, range, flexibility, precision, and lethality that make aerospace forces so versatile, their organization must make it possible for missions to be centrally controlled. The need to respond to and exploit unforeseeable events requires these same forces be capable of decentralized mission execution.

**1.6.3. Training Air Force Aerospace Forces.** People are the decisive factor in war. Although airmen tend to emphasize the importance of their equipment, how this equipment is used (the human factor) is far more important. Commanders must encourage Air Force personnel to develop professionally to the full extent of their capabilities and provide them sufficient time to pursue this development. Full professional development requires a balance of training, education, experience, and personal effort.

**1.6.3.1. *Training should prepare aerospace forces for combat.*** Training has little value unless it is focused

on the ultimate purpose of aerospace forces--to fight and win.

1.6.3.1.1. Training should be as realistic as possible. Aerospace forces must train as they plan to fight. Exercises must replicate to the extent possible the chaos, stress, intensity, tempo, unpredictability, and violence of war. Further, exercises must include free-play scenarios that emphasize innovative problem solving, rapidly changing situations, and degraded capabilities. Exercises that follow scripted scenarios tend to give an impression of competence which may well mask an inability to meet the exigencies of battle.

1.6.3.1.2. Combat performance rarely equals training performance. Even the most realistic training cannot accurately simulate the rigors of combat. Performance almost surely will suffer, at least initially, in combat.

1.6.3.1.3. Training should be rigorously evaluated. After-action reports from training exercises must be candid, complete, and accurate. Appropriate organizations and properly trained staffs must analyze and evaluate these reports to improve organization, training, and equipment.

1.6.3.1.4. Training should be conducted for all forms and levels of war. Training must prepare forces to operate effectively in war, regardless of its form. The demands and complexities of the tactical, operational, and strategic levels of war require comprehensive preparation. This preparation must include realistic and rigorous training and full analysis. Aerospace forces must be proficient at all levels if they are to respond successfully to military challenges.

1.6.3.1.5. Training should balance flexibility and cost. Flexibility increases as the number of well-trained personnel increases. Providing thorough training, especially to large numbers of personnel, usually requires long periods of time and significant amounts of money. Sufficient time and money must be provided if aerospace forces are to be truly flexible.

1.6.3.1.6. Special attention should be given to training for joint and combined employment. Success in modern war often depends on the synergies resulting from Air Force aerospace forces working closely with forces provided by the other services and by our Allies. The amount of emphasis given to joint and combined training often depends on the specific capabilities of a particular aerospace platform. For example, Air Force units possessing assets with significant range and endurance are often the most appropriate for maritime operations.

1.6.3.1.7. Air Force personnel providing training, advice, or other forms of support to other air forces should fully

understand the context within which the support is supplied. To provide effective support to friends and Allies, Air Force personnel should understand not only the precise nature of the threat but also the needs and capabilities of the host nation. These capabilities require that Air Force personnel understand the affected social and cultural environment (especially language requirements), the technical and procedural limits of US military systems within this environment, and the political nature of the objective.

1.6.3.2. ***Professional military education should encourage critical analytical thought, innovative problem solving, and sound professional judgment.*** An objective approach to the problems of war and specialized competence in the operational and strategic employment of aerospace power should be the product of Air Force professional military education. Such an approach is essential to excellence in the military art, to the ability to exploit fully the versatility of aerospace power, and to the derivation of effective doctrine from experience. Professional military education must be a career-long process.

1.6.3.3. ***Commanders at all levels should provide experience in both depth and breadth for their subordinates.*** Experience puts training and education into practice, enhances judgment, and provides a base for practical knowledge for later assumption of senior command and staff responsibilities.

1.6.3.4. ***Every airman, of whatever grade, should be personally committed to making maximum use of training, education, and experience opportunities.*** Each individual must take the initiative to learn and understand as much as possible about the complexities of warfare. Such personal effort is the mark of the professional and is the key to the success of any Air Force professional development program.

1.6.3.5. ***Every commissioned and noncommissioned officer should make the professional development of subordinates a high-priority task.*** Painstaking preparation is required to sustain the quality of Air Force leadership in peace and war. All officers should be accountable for the professional development of their subordinates.

1.6.4. **Equipping the Air Force.** The Air Force should place particular emphasis on power projection capabilities in equipping the force. The capabilities of being able to concentrate rapidly at any point on or above the globe and of being able to attack any segment of the enemy's warmaking capability must be preserved and exploited through the procurement of appropriate equipment.

1.6.4.1. ***The range, endurance, payload, precision, and survivability of Air Force platforms are key factors in the ability to project power effectively.*** The inherent performance characteristics of aerospace platforms are enhanced by such measures as air refueling, precise weaponry, and self-protection.

1.6.4.2. ***Equipment should be designed and procured to minimize the vulnerabilities of aerospace power.*** Design and procurement decisionmakers must pay great attention to the vulnerability of platforms on the ground as well as in the aerospace environment. Ground time required for maintenance, refueling, rearming, or other support functions increases vulnerability. In general, the more dependent aerospace platforms are upon main operating bases or launch facilities, the more lucrative targets these bases and launch facilities become.

1.6.4.3. ***Reliability and maintainability should play a central role in equipment procurement decisions.*** These considerations are crucial to combat capability and operational supportability. Improved reliability and

maintainability reduce manpower, operating, and support costs. Logistic requirements must be a major part of the procurement process from its beginning.

1.6.4.4. ***Interoperability should be a major consideration in equipment mix and structure decisions.*** Effective joint and combined operations require functional and technical interoperability among the military branches and allies. Interoperability is especially important to the success of close air support and other missions that are inherently joint.

1.6.4.5. ***Equipment procurement decisions should balance cost and capability against numbers.*** Sophisticated capabilities usually have high costs, and such expense limits the number of assets that can be bought. Numbers do count, and the lack of adequate force size can prevent the Air Force from fully exploiting the flexibility of aerospace power. Capabilities and numbers (quality and quantity) must be appropriately balanced, based on current and projected threats, employment concepts, and projected attrition.

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## Chapter 2

### ORGANIZATION

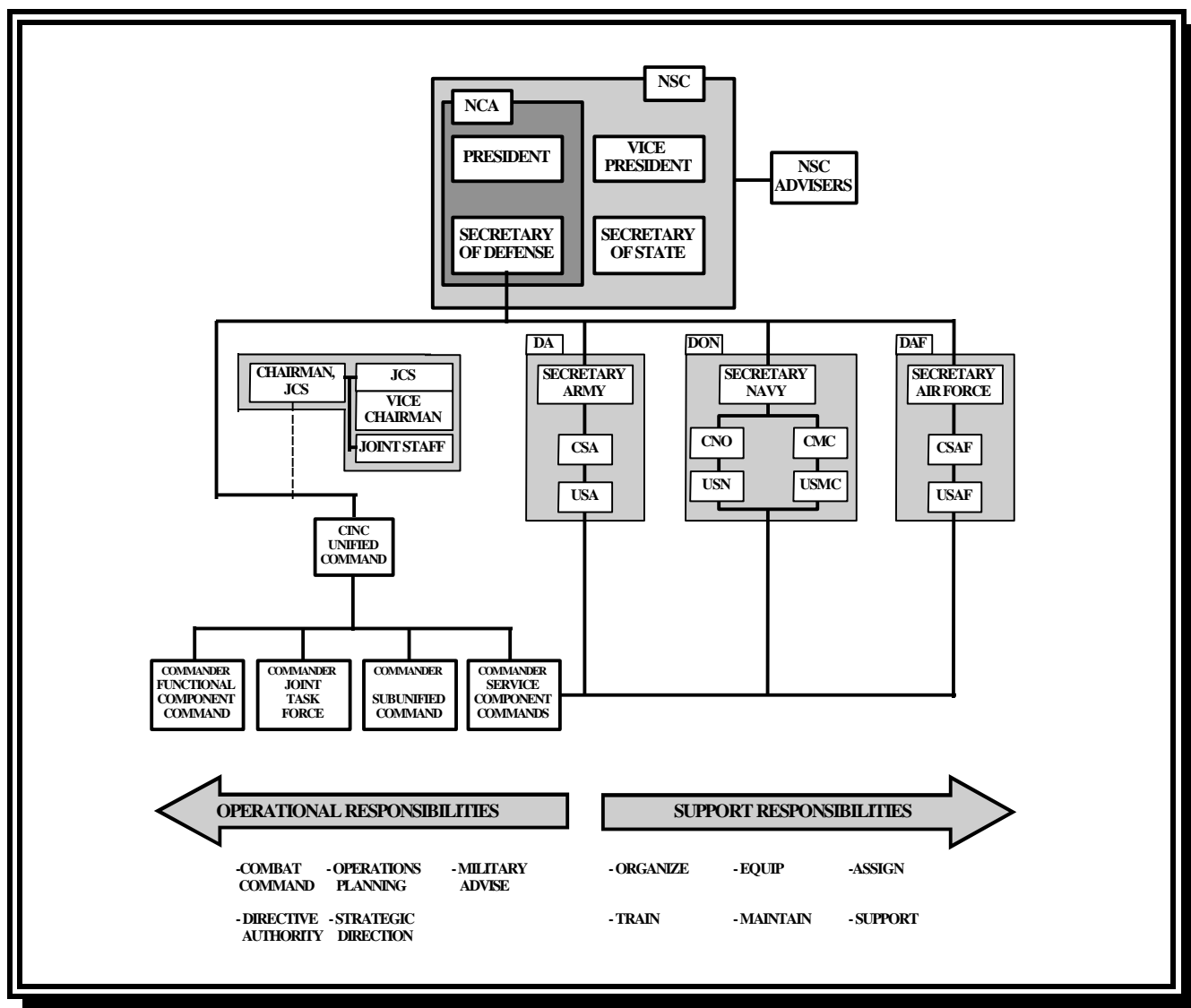
**2.1. Introduction.** The US Constitution establishes the basic principle that the Armed Forces must be under civilian control. By giving the President the position of the Commander in Chief, the Constitution provides the basic framework for military organization. This chapter discusses the structure of the Department of Defense (DoD) and the national command authority. It briefly discusses the roles of the military departments, the Joint Chiefs of Staff (JCS), and the unified commands. It emphasizes the key elements of the Department of the Air Force, and it focuses on recent force structure and major command (MAJCOM) changes. It also includes a discussion of the structure and functions of the objective wing.

**2.2. The Commander in Chief.** Following World War II, a need to integrate military policy with national policy compelled the President to assume a more active role as the Commander in Chief of the Armed Forces. In this position, the President has the final word of command authority; however, as head of the executive branch, the Commander in Chief is subject to the checks and balances system of the legislative and judicial branches. The heavy demands of domestic and foreign duties require the President to delegate authority broadly. The President delegates responsibility for national defense matters to the Secretary of Defense who is in charge of the DoD.

**2.3. The Department of Defense (DoD).** The basic purpose of the National Security Act of 1947, and its later amendments, was to establish the DoD, which establishes policies and procedures for the Government relating to national security. It includes the Office of the Secretary of Defense (SECDEF); the JCS; the Joint Staff; the Departments of the Army, Navy (including the US Marine Corps), and Air Force. It also includes the unified and combined commands; defense agencies; and DoD field activities. As the civilian head of the DoD, the SECDEF reports directly to the President.

#### 2.3.1. The Office of the Secretary of Defense (OSD):

2.3.1.1. The President appoints the SECDEF with the advice and consent of the Senate. As principal assistant to the President for military matters, the SECDEF has the authority to exercise direction and control over all elements of the DoD. The operational chain of command runs from the President to the SECDEF to the combatant commanders in chief (CINC). However, a provision of the Goldwater-Nichols DoD Reorganization Act of 1986 permits the President to authorize communications through the Chairman, Joint Chiefs of Staff (CJCS). Consequently, DoD Directive 5100.1, Functions of the Department of Defense and its Major Components, places the CJCS in the communications chain of command. The JCS (the Chairman, the Vice Chairman,



**Figure 2.1. Organization for National Security.**

and the four Service Chiefs or their deputized alternates) are not in the chain of command. Communications between the National Command Authorities and the CINC's pass through the CJCS. (The National Command Authorities are the President and the SECDEF together or their duly deputized alternates or successors.) Further, the CJCS can be assigned oversight responsibilities for the Secretary's control and coordination of the CINC's. That is, the CJCS provides feedback to the Secretary about the Secretary's control of the CINC's (figure 2.1).

2.3.1.2. The SECDEF, like the President, must also delegate authority. For example, the responsibility for strategic and tactical planning belongs to the JCS. The military departments have the responsibility for providing training, administrative, and logistic support for unified commands.

2.3.1.3. The SECDEF's demanding duties require the help of many assistants; chief of the assistants is the Deputy Secretary of Defense. A number of advisory bodies and individual advisors also assist the SECDEF in considering matters that require a long-range view and formulating broad defense policy. The most important policy advisory body working directly with the SECDEF is the Armed Forces Policy Council (figure 2.2).

2.3.1.4. The Armed Forces Policy Council advises the SECDEF on matters of broad policy relating to the Armed Forces and considers and reports on any other matters that, in the opinion of the Secretary, need attention. The Council consists of the SECDEF (Chairman); the Deputy Secretary of Defense; Secretaries of the Army, Navy, and Air Force; the CJCS; Under

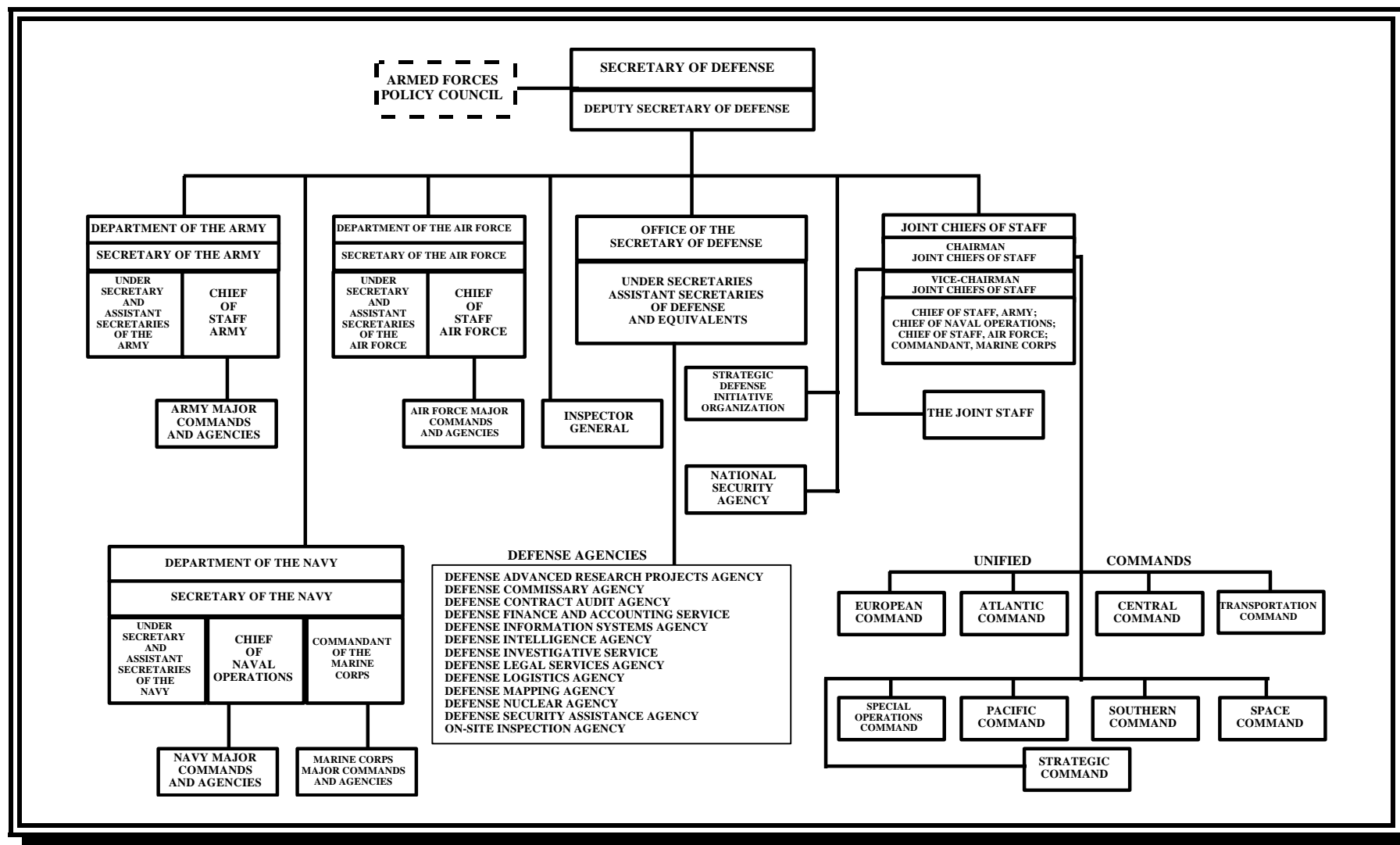


Figure 2.2. Department of Defense.

Secretaries of Defense; the Deputy Under Secretary of Defense for Acquisition; the four Service Chiefs, and other departments and agencies in the executive branch may be invited to attend appropriate meetings of the Council.

### **2.3.2. Under Secretaries of Defense:**

2.3.2.1. The Under Secretaries of Defense (one for policy and the other for acquisition) assist the SECDEF. The Under Secretary of Defense for Policy is the senior advisor to the SECDEF on all matters concerning political-military affairs, arms limitations negotiations, international affairs, and integration of departmental plans and policies with overall national security objectives.

2.3.2.2. The Under Secretary of Defense for Acquisition supervises the performance of the entire DoD acquisition system. This includes setting policy for acquisition matters, including contracting, research and development, atomic energy, production, construction, logistics, developmental testing, and procurement.

2.3.2.3. The SECDEF receives staff assistance through a number of special agencies. Included among these are the Defense Nuclear Agency (DNA), Defense Investigative Service, and Defense Logistics Agency. These agencies, as well as others, provide special skills, expertise, and advice to the SECDEF.

### **2.3.3. Joint Chiefs of Staff (JCS):**

2.3.3.1. Subject to the authority, direction, and control of the President and the SECDEF, members of the JCS serve as advisors to the President, SECDEF, and the National Security Council. They prepare strategic plans and provide the strategic direction of the Armed Forces. They review major material and personnel requirements of the Armed Forces according to strategic and logistic requirements and establish joint doctrine. Members of the JCS are also responsible for the assignment of logistic responsibilities to the military services, formulation of policies for joint training, and coordination of military education.

2.3.3.2. Members of the JCS consist of the CJCS; Vice Chairman of the JCS (VCJCS); Chief of Staff, US Army; Chief of Naval Operations; Chief of Staff, US Air Force; and Commandant of the Marine Corps. The CJCS serves as a member of and presides over the JCS and furnishes the recommendations and views of the JCS to the President, National Security Council, or the SECDEF. Other members of the JCS may also provide advice to these bodies, when requested. If a member disagrees with an opinion of the CJCS, the CJCS must present that advice in addition to his own.

2.3.3.3. The VCJCS is not, by definition, a member of the JCS but may participate in all meetings. The Vice Chairman casts a vote only when acting in the capacity of the CJCS. JCS duties take precedence over all other duties; therefore, as the military heads of their respective services, JCS members delegate duties to their vice chiefs of staff, yet retain responsibility.

### **2.3.4. Joint Staff:**

2.3.4.1. The Joint Staff assists members of the CJCS and the VCJCS in carrying out their assigned responsibilities of strategic direction, unified operation of combatant commands, and the integration of all land, naval, and air forces into an efficient force. The staffs more than 1,500 military and civilian personnel is composed of approximately even numbers of officers from the Army, Navy, Marine Corps, and Air Force. Marines make up about 20 percent of the number allocated to the Navy.

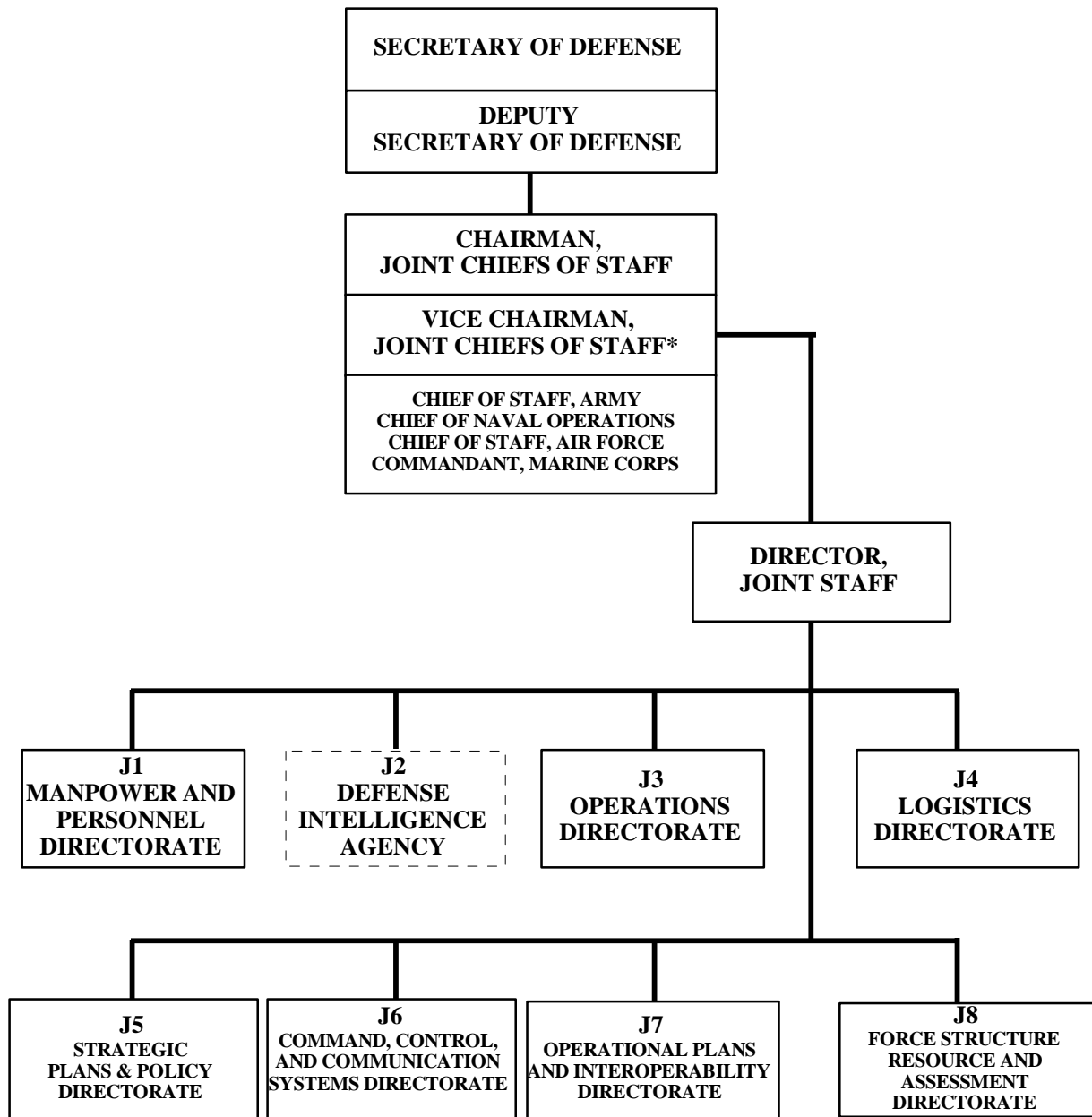
2.3.4.2. The Joint Staff assists the CJCS with unified strategic direction of the combatant forces, unified operation of the combatant commands, and integration into an efficient team of land, naval, and air forces. Figure 2.3 illustrates the current configuration of the Joint Staff.

2.3.4.3. By law, the direction of the Joint Staff rests exclusively with the CJCS. The Joint Staff also assists the other JCS members and the Vice Chairman in carrying out their responsibilities.

2.3.5. **National Military Command and Control.** The National Military Command System provides national command authorities a capability to receive and send information required to command forces. The systems top organization is the National Military Command Center (NMCC). It gets data from CINCs command centers and defense agencies, like the National Security Agency and DNA. Once analyzed, this data is sent to user organizations such as the White House Situation Room or the State Departments Operations Center. To ensure this system can command forces, under any situation, it has two other parts. These are the National Emergency Airborne Command Post, an E-4 (a Boeing 747 variant); and the NMCC Site R (formerly Alternate NMCC) (when activated). (**NOTE:** USSTRATCOM Command Center was deleted because it is a CINC command center and is not designed to perform all functions of the NMCC.)

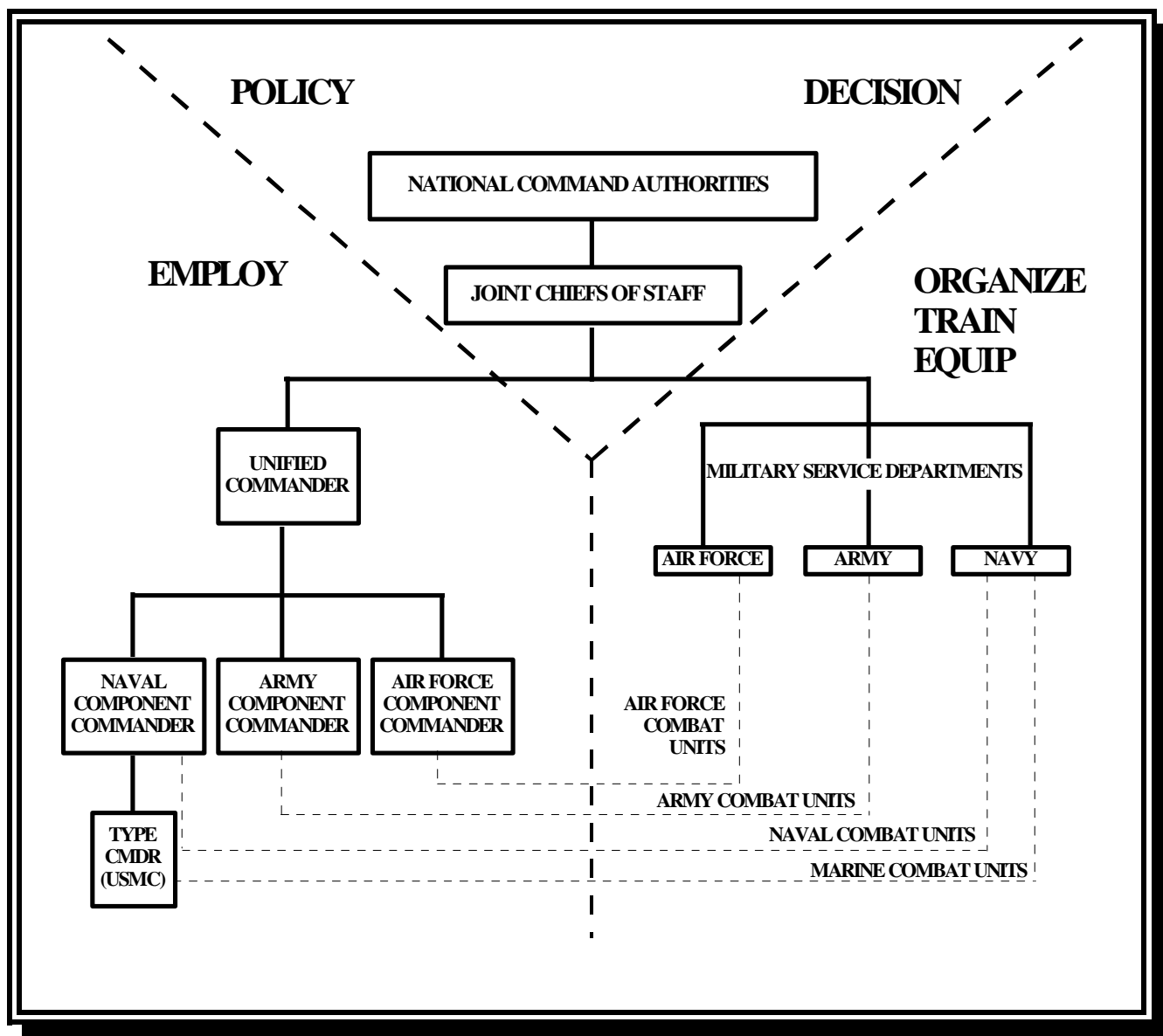
### **2.3.6. Unified and Combined Commands:**

2.3.6.1. The President, with the assistance of the CJCS, through the SECDEF, establishes unified commands for the performance of military missions.



\* JCS MEMBER IN ABSENCE OF CHAIRMAN

Figure 2-3. Joint Chiefs of Staff and Joint Staff.



**Figure 2.4. Command Relationships.**

2.3.6.2. The SECDEF assigns the military mission to unified commands. The CINC of a unified command deploys, directs, controls, and coordinates the action of the commands forces; conducts joint training exercises; and controls certain support functions. CINCs are responsible to both the SECDEF and the President. The component commanders or the commanders of subordinate commands exercise operational command. Once assigned to a unified command, a force cannot be transferred except by authority of the SECDEF or under special procedures of that office with the approval of the President. All units not assigned to a unified command remain with their respective services (figure 2.4).

2.3.6.3. A unified command has a broad, continuing mission and is under a single commander. The unified commands are the US Atlantic Command, US European Command, US Pacific Command, US Southern Command, US Central Command, US Space Command, US Special Operations Command, US Transportation Command, and US Strategic Command. Unified commands consist of significant assigned components of two or more services and are normally organized on a geographical basis. A component consists of the component commander and those individuals, organizations, or installations under the military command that have been assigned to the unified command. Other individuals, organizations, or installations may operate directly under the component commander.

2.3.6.4. Each military service furnishes administrative and logistic support for its forces assigned to a unified command. The individual services continue to issue assignment orders, logistic support orders, personnel change orders, and similar documents. DoD agencies such as the Defense Logistics Agency and Defense Information Systems perform certain administrative and logistic support functions. Even though the individual services furnish support to their respective components of unified commands, a unified commander can exercise directive authority to ensure effectiveness and economy of operations.

2.3.6.5. The logistic authority of unified commands expands under wartime conditions and when critical situations make it necessary. Unified commanders have authorization to use the facilities and supplies of all forces assigned to their commands as necessary to accomplish their wartime missions. Achieving maximum effectiveness from our Armed Forces requires that the efforts of all services be closely integrated. The authority of the President and the SECDEF maintains unity of effort; the secretaries of the military departments and the JCS exercise this authority.

2.3.6.6. The capability of a unified commander can expand through the formation of either a subordinate unified command or a joint task force (JTF). Each is composed of joint forces under a single commander. The primary difference between the two lies in the scope of operation. The subordinate unified command has a continuing mission and command arrangement. Specific time, place, and mission are the limits of a JTF.

2.3.7. **Combined Commands.** Another structure within the DoD is the combined command, which consists of forces from more than one nation. The Air Force Space Command is part of one such combined command--the North American Air Defense Command, which includes Canadian forces. The US European and US Atlantic Commands contribute forces to the North Atlantic Treaty Organization (NATO). Combined commands operate similarly to unified commands. However, member nations retain their national identities, and much negotiation between nations is necessary to make the command function effectively. US forces which participated in UN peacekeeping operations in Somalia and NATO's Deny Flight over Bosnia-Herzegovina were part of a combined command.

### 2.3.8. The Military Departments:

2.3.8.1. The military departments consist of the Army, Navy (including the Marine Corps and, in wartime, the Coast Guard), and the Air Force. Although operational command rests with the DoD, the military departments

continue as separate agencies. Even though Service secretaries aren't responsible for military operations, they assist the SECDEF in managing the administrative, training, and logistic functions of the military departments. Except in operational matters, the SECDEF issues orders to a Service through its secretary. The Service secretaries are responsible for the economy and efficiency with which their departments operate (figure 2.5).

2.3.8.2. The traditional roles and mission of each branch of Service are commonly referred to as functions. Besides specific combat roles, they furnish operational forces to unified commands. The SECDEF and the JCS established the functions of the Armed Forces in the Key West Agreement, which was revised in 1953 and again in 1958. The general functions of the Armed Forces are to:

2.3.8.2.1. Support and defend the US Constitution against all enemies, foreign and domestic.

2.3.8.2.2. Ensure, by timely and effective military action, the security of the United States, its possessions, and areas vital to its interests.

2.3.8.2.3. Uphold and advance the national policies and interests of the United States.

2.3.8.3. Along with general functions, military departments also have some specific functions they share. These include, but are not limited to, the following:

2.3.8.3.1. Preparing forces and establishing reserves of personnel, equipment, and supplies for effective prosecution of war and military operations short of war, and planning for the expansion of peacetime components to meet the needs of war.

2.3.8.3.2. Maintaining, in readiness, mobile reserve forces that are properly organized, trained, and equipped for deployment in an emergency.

2.3.8.3.3. Preparing and submitting to the SECDEF budgets for their respective departments, and justifying (before Congress) budget requests as approved by the SECDEF.

2.3.8.3.4. Administering the funds made available for maintaining, equipping, and training the forces of their respective departments, including those assigned to unified commands.

2.3.8.3.5. Assisting each other in accomplishing their respective functions, including the provision of personnel, intelligence, training, facilities, equipment, supplies, and services.

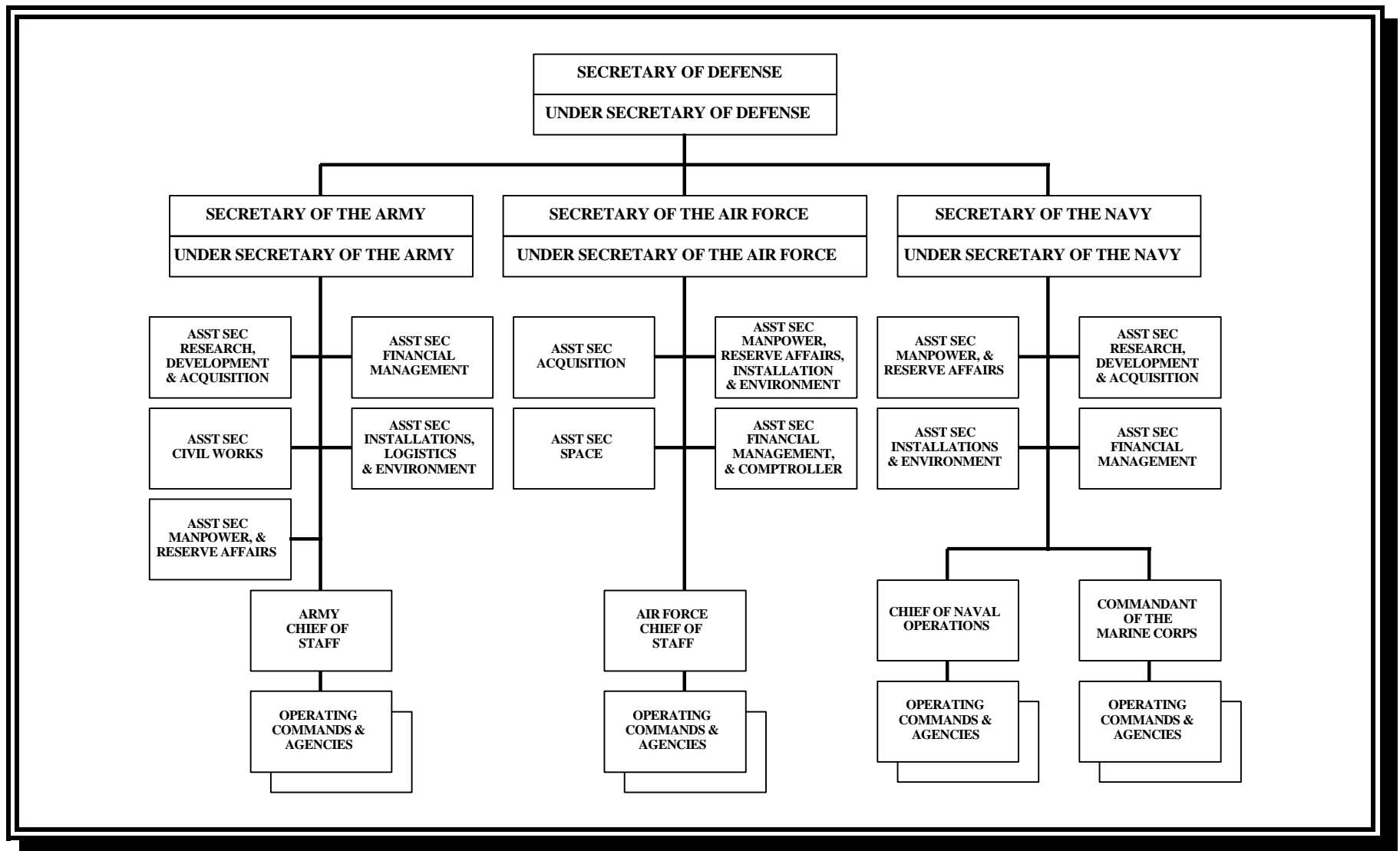


Figure 2.5. Military Departments.

2.3.8.4. Each service develops and trains its forces to perform the primary functions that support the efforts of other services. Carrying out their primary functions helps to accomplish overall military objectives. Chapter 1 discusses how the Air Force organizes, trains, and equips its forces.

**2.4. Department of the Air Force.** The Department of the Air Force includes the Office of the Secretary of the Air Force, Air Staff, and field units (figure 2.6). Headquarters US Air Force (HQ USAF) consists of the Office of the Secretary of the Air Force and the Air Staff.

**2.4.1. Office of the Secretary of the Air Force.** The Office of the Secretary of the Air Force includes the Secretary, Under Secretary, Assistant Secretaries, General Counsel, The Inspector General, Air Reserve Forces Policy Committee, and other offices and positions established by law or the Secretary of the Air Force. The Office of the Secretary has responsibility for matters concerning acquisition and auditing, comptroller issues (including financial management), information management, inspector general matters, legislative affairs, and public affairs.

**2.4.2. Air Staff.** The Air Staff consists primarily of military advisors to the Chief of Staff of the Air Force. The Air Staff consists of the Chief of Staff, the Vice Chief of Staff, four deputy chiefs of staff (DCS), one assistant chief of staff, the USAF Surgeon General, The Judge Advocate General, the Chief of the Air Force Reserve, and additional military and civilian personnel as the Secretary of the Air Force determines necessary.

**2.4.3. Field Units.** The Department of the Air Force field units are MAJCOMs, field operating agencies (FOA), and direct reporting units (DRU).

**2.5. Air Force Restructure.** From 1991 to 1993, the Air Force underwent its most significant change since its creation as a separate service in 1947. A shrinking budget and changed world political environment were catalysts in the development of a strategic framework designed to ensure the United States retains the capability to respond to any threat worldwide--Global Reach-Global Power. In response to the challenges of Global Reach-Global Power and a smaller force, the Air Force restructured with a focus toward streamlining and flattening its organizational structure. Unnecessary organizational layers were removed, power and accountability were pushed down the organization, and responsibility and authority were aligned. All levels of the Air Force, from departmental headquarters to base level, were impacted by this restructure. A brief recap of this restructure follows:

**2.6. HQ USAF.** HQ USAF underwent a major restructure that streamlined and clarified functional responsibility, aligned functions more logically, and redefined the role of separate operating agencies (SOA). Several functions were split or were created to align the Air Staff with their counterparts at MAJCOM and base levels (e.g., civil engineer, security police, and safety). SOAs were redesignated FOAs and their responsibilities examined to ensure Air Force-wide, policy-making functions were reassigned to HQ USAF. The designation FOA accurately reflects their implementation mission and effectively separates management headquarters activities from field operations.

## **2.7. MAJCOMs:**

**2.7.1.** The Air Force is organized on a functional basis in the United States and a geographical basis overseas. A MAJCOM represents a major subdivision of the Air Force and has a specific portion of the Air Force mission. Each MAJCOM is directly subordinate to HQ USAF. MAJCOMs are interrelated and complementary, providing offensive, defensive, and support elements. An operational command consists (in whole or in part) of strategic, tactical, space, or defense forces; or of flying forces that directly support such forces. A support command may provide supplies, weapon systems, support systems, operational support equipment, combat materiel, maintenance, surface transportation, education and training, or special services to the Air Force and other supported organizations.

**2.7.2.** The Secretary and Chief of Staff of the Air Force determined that, as the Air Force gets smaller, restructuring is the logical way to maintain a viable level of combat capability and increase peacetime effectiveness. Many commands were central to the restructuring. For example, Military Airlift Command (MAC), Strategic Air Command (SAC), and Tactical Air Command (TAC) were inactivated and two commands--Air Combat Command (ACC) and Air Mobility Command (AMC)--were activated 1 June 1992. ACC and AMC missions are significantly different from the missions of their predecessors. These commands were organized with the realization that airplanes have both tactical and strategic capability and should not be constrained by artificial distinctions. Desert Storm demonstrated that the line between strategic and tactical air power had become blurred. Fighter and attack-designated aircraft that belonged to TAC and bombers that belonged to SAC were employed together against tactical and strategic targets during Desert Storm.

**2.7.3.** Air Force Systems Command and Air Force Logistics Command merged to become the Air Force

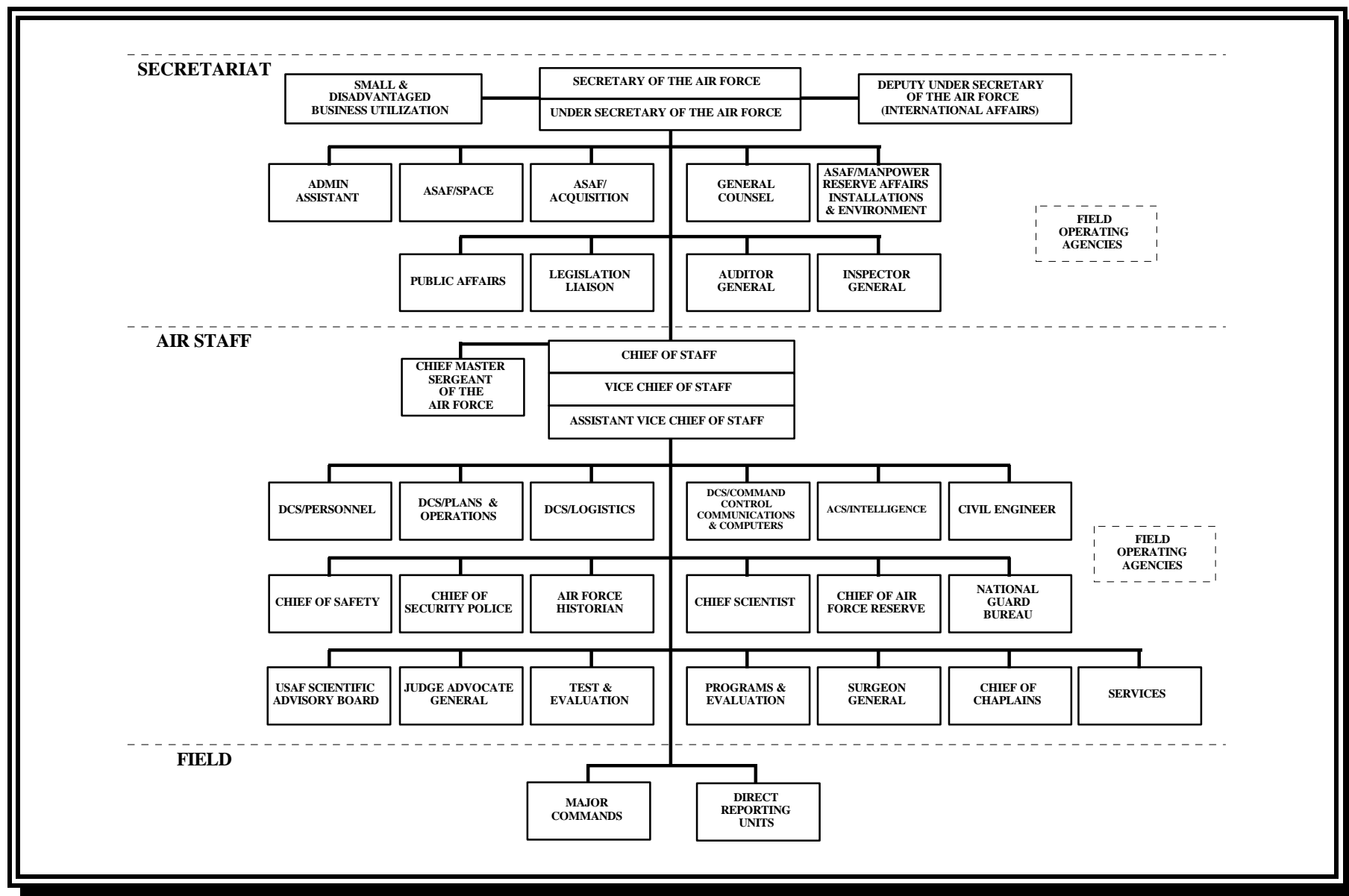


Figure 2.6. Department of the Air Force.

Materiel Command (AFMC) on 1 July 1992. This move reflected the Air Forces commitment to streamline its headquarters organizations. AFMC is now a single organization responsible for fielding and maintaining quality weapons systems. It gives our operational commands a single point of contact for research, development, acquisition, modification, maintenance, and long-term weapons systems support.

2.7.4. As part of the Air Force communications and computer restructure effort, the Air Force reclassified Air Force Communications Command (AFCC) as an FOA. The size of AFCC dropped dramatically due to the transfer of field operational communications and computer responsibilities to the supported commands. This move enhanced operational effectiveness and eliminated a redundant chain of command. Subsequently, AFCC was redesignated the Air Force Command, Control, Communications, and Computer Agency (AFC4A) when acquisition and software development functions were realigned to AFMC. The AFC4A is responsible to the HQ USAF DCS for command, control, communications, and computers. Also, Electronic Security Command and other intelligence functions merged to form the Air Force Intelligence Command (AFIC). AFIC subsequently became the Air Intelligence Agency, an FOA on 1 October 1993. This was a result of follow-on restructuring which standardized organizations and decentralized tactical intelligence assets to provide war-fighting commanders timely and comprehensive intelligence. Another follow-on restructuring moved the Crew Training mission (training individuals in a particular weapons system) from ACC and AMC to the new Air Education and Training Command (AETC). This put the peacetime focus of the combat commands on unit training verses individual training. AETC was formed on 1 July 1993 when Air Training Command and Air University (AU) were merged to strengthen the Air Forces education and training system.

2.7.5. The Air Force also streamlined the management structures of the MAJCOMs and their subordinate units. Their command headquarters were reorganized to more closely align themselves with the restructured HQ USAF. Leaner MAJCOMs and Numbered Air Forces (NAF), along with the elimination of air divisions, forced decisionmaking authority down to wing-level units, where it belongs. Listed below are the MAJCOMs in the US Air Force:

2.7.5.1. **Air Combat Command (ACC).** ACC, headquartered at Langley AFB, Virginia, is responsible for CONUS-based fighters; bombers; reconnaissance aircraft; command, control, communications, and intelligence platforms; and some theater airlift and tankers. ACC provides forces directly to unified

commands or augments theater air forces already forward deployed. ACC formed in June 1992 from elements of the former SAC, TAC, and MAC.



2.7.5.2. **Air Mobility Command (AMC).** AMC, headquartered at Scott AFB, Illinois, is responsible for all intertheater airlift assets and most of the tanker and theater airlift force. AMC formed in June 1992 from elements of SAC and MAC. The integration of airlift with tankers enables the Air Force to better provide global mobility and reach, thereby enhancing rapid response and the ability to operate with other services and nations. AMC also has single manager responsibility for tanker scheduling.



2.7.5.3. **Air Force Space Command (AFSPC).** AFSPC, headquartered at Peterson AFB, Colorado, manages and operates assigned space assets and centralizes planning, consolidates requirements, and provides operational advocacy for Air Force space programs. AFSPC also works to ensure close cooperation between research and development activities and operational users of Air Force space programs. AFSPC is the Air Force component of the unified US Space Command. As part of the Air Force restructuring, intercontinental ballistic missile operations were transferred from ACC to AFSPC in 1993. This put the missiles under the command whose responsibilities include missile launch.



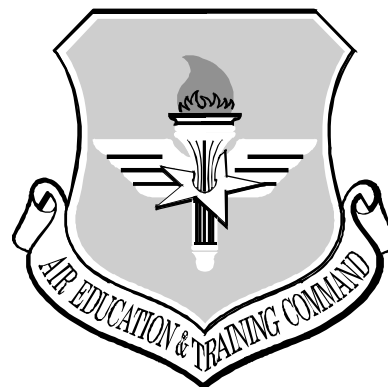
2.7.5.4. ***Pacific Air Forces (PACAF)***. PACAF, headquartered at Hickam AFB, Hawaii, is the principle air component of US Pacific Command (PACOM). PACAF's primary mission is to plan, conduct, control, and coordinate offensive and defensive air operations in the Pacific and Asian theaters and in those Arctic regions under US control. In performing this mission, PACAF is under the operational command of PACOM. In the administrative and support chain of command, PACAF is responsible to the Air Force Chief of Staff. PACAF's area of responsibility includes Alaska and extends from the West Coast of the Americas to the East Coast of Africa, and from the Arctic to the Antarctic.



2.7.5.5. ***US Air Forces in Europe (USAFE)***. USAFE, headquartered at Ramstein AB, Germany, conducts, controls, and coordinates offensive and defensive air operations in the European area. In the operational chain of command, USAFE is a component of the unified US European Command. In the administrative and support chain of authority, USAFE is a MAJCOM under the supervision of the Air Force Chief of Staff. The USAFE Commander also serves as the Commander of NATO's Allied Air Forces, Central Europe.



2.7.5.6. ***Air Education and Training Command (AETC)***. AETC, headquartered at Randolph AFB, Texas, is responsible for the free worlds largest training system. AETC conducts basic training for all Air Force enlisted personnel, produces skilled flying and ground personnel, and trains many of the free worlds military forces. Along with basic military, technical, and flying training, AETC provides other types of training, such as aircrew transitional, special, advanced, lateral, and survival training. Air University (AU) realigned under AETC on 1 July 1993. Headquartered at Maxwell AFB, Alabama, AU conducts professional continuing education programs for commissioned and noncommissioned officers (NCO), DoD civilians, and international officers, and officer training programs (outside the USAF Academy). Under AU's jurisdiction are Air War College, Air Command and Staff College, Squadron Officer School, the College for Enlisted PME, the Ira C. Eaker College for Professional Development, the Air Force Quality Institute, Air Force Reserve Officer Training Corps (AFROTC), Community College of the Air Force (CCAF), and Officer Training School (OTS). AETC also conducts and manages Air Force Recruiting Program.



2.7.5.7. ***Air Force Materiel Command (AFMC)***. AFMC, headquartered at Wright-Patterson AFB, Ohio,

researches, develops, tests, acquires, delivers, and logistically supports every Air Force weapons system. It works closely with its customers (the operational commands) to ensure each has the most capable aircraft, missiles, and support equipment possible. AFMC has cradle-to-grave responsibilities, from inception of a weapons system, support during its operational life, through its final disposition. It operates major product centers, logistics centers, test centers, and laboratories. AFMC formed in July 1992 from the integration of Air Force Logistics Command and Air Force Systems Command. This integration was driven by budget reductions, streamlining of the Air Force, and defense management reforms. The new command emphasizes continuous process improvement and strong partnership with the operational commands and industry.



**2.7.5.8. Air Force Special Operations Command (AFSOC).** AFSOC, headquartered at Hurlburt Field, Florida, organizes, trains, and equips Air Force special operations forces for worldwide deployment and assignment to regional unified commands for conducting unconventional warfare, direct action, special reconnaissance, counterterrorism, foreign internal defense, humanitarian assistance, psychological operations, personnel recovery, and counternarcotics.



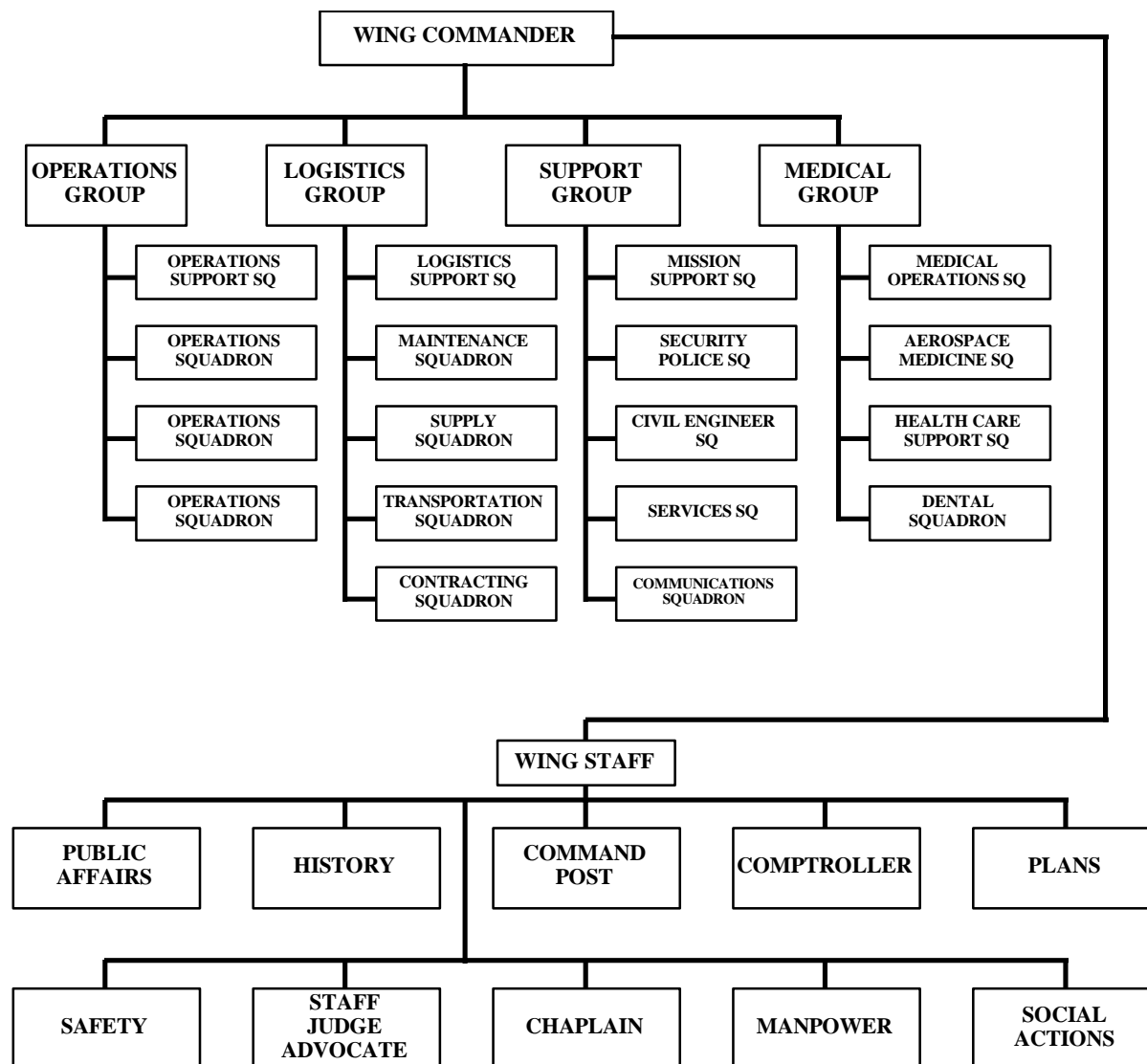
**2.7.6. Subcommands and Lower Levels of Command.** Below the MAJCOMs are the following levels, in descending order: Numbered Air Force, wing, group, squadron, and flight. (Air divisions were eliminated to shorten operational command lines and reduce overhead staff functions. In effect, one organizational layer was removed from the Air Force organization.)

**2.7.6.1. Numbered Air Force (NAF).** NAFs were restructured to a strictly operational and war-fighting role by eliminating support functions. The net effect is that NAFs are dedicated to operational planning and employment of forces and are not another level of management headquarters.

#### **2.7.6.2. Objective Wing:**

**2.7.6.2.1.** The Air Force holds wing commanders responsible and accountable for mission results. Therefore, the Air Force has adopted a one base, one wing, one boss principle that promotes a streamlined and flattened wing organizational structure. While this principle increases the wing commanders authority and ability to achieve desired results, it also brings the operators closer to the key decisionmaker. Command and management levels are minimized, and duplicate functions and procedures that hamper decisionmaking are eliminated. One base, one wing, one boss means all the activities on a base, needed to accomplish the wings mission, fall under the authority of the wing commander. Conversely, activities on the base which are unrelated to the wing mission do not belong to the wing. This allows the commander to focus on the wing mission.

**2.7.6.2.2.** The new wing structure--referred to as the objective wing--streamlines and consolidates responsibilities and clarifies lines of command. It puts responsibility, authority, and capability together in peacetime very much as they would be in war. Key elements of the concept include the elimination of the deputy commander for resources, deputy commander for operations, and deputy commander for maintenance, as well as integration of flight line maintenance with the operational squadrons. The operations group has a flying focus; it includes operators and sortie-generating maintainers plus weather, base operations, and air traffic control personnel. The logistics group directly provides the operators with maintenance backshops, supply, and transportation. The support group maintains the base and the people support functions. The group staffs are small to minimize the watchers and maximize the doers. Normally, the objective wing organization will only have the operations, logistics, support, and medical groups assigned (figure 2.7).



**Figure 2.7. Objective Wing Organization.**

2.7.6.2.3. Wings may have an operational mission, such as air combat, flying training, or airlift. Wings may have the responsibility of providing support to a MAJCOM headquarters, or they may support geographically separated units. A wing may also have a specialized mission such as an intelligence or medical wing. A wing has approximately 1,000 to 5,000 people.

2.7.6.2.4. But whatever its mission, every wing can be constructed to conform to the overall concepts of the objective wing “one base, one wing, one boss” flattened

and standardized structure.

2.7.6.2.5. A composite wing operates more than one kind of aircraft. For example, the 89<sup>th</sup> Airlift Wing at Andrews AFB, Washington DC, operates Air Force One, as well

as VC-137s, C-9s, and C-20s. As such, it is a composite wing whose mission is to provide airlift support to the President and other important governmental officials.

2.7.6.2.5.1. At Pope AFB, North Carolina, there is a

<u>CAPABILITY</u>	<u>AIRCRAFT</u>
MULTI-ROLE	24--F-16C
NIGHT/UNDER WEATHER ATTACK	12--F-16C (LANTIRN)
LONG-RANGE/PRECISION-GUIDED MUNITIONS	12--F-15E
AIR SUPERIORITY	24--F-15C
AIR REFUELING	6 --KC-135R
SURVEILLANCE/CONTROL	3 --E-3A

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NOTES

1. THE MISSION OF A WING, SUCH AS THE ONE SHOWN ABOVE, WOULD BE AIR INTERVENTION.
2. A COMPOSITE WING TASKED FOR GROUND SUPPORT COULD ALSO INCLUDE A MIX OF A-10s, F-16s, AND AC-130 GUNSHIPS.
3. A COMPOSITE WING TASKED FOR SPECIAL OPERATIONS COULD ALSO INCLUDE A MIX OF MH-53J PAVE LOW AND MH-60G PAVE HAWK HELICOPTERS, MC-130 COMBAT TALONS, AND AC-130 GUNSHIPS.
4. BOMBERS AND ELECTRONIC SUPPORT AIRCRAFT, SUCH AS THE EF-111 RAVEN, COULD ALSO BE INCLUDED IN COMPOSITE WINGS WHOSE MISSIONS REQUIRE THE SUPPORT OF SUCH AIRCRAFT.

**Figure 2.8. Possible Makeup of a Composite Wing.**

wing consisting of C-130s, A-10s, and F-16s. It, too, is a composite wing, and its mission is to train with, and provide direct support to, the 82d Airborne Division at nearby Fort Bragg.

2.7.6.2.5.2. There is also the new composite wing at Mountain Home AFB, Idaho. It consists of F-15C/Ds, F-15Es, tankers, E-3 Sentry Airborne Warning and Control System aircraft, and other aircraft. The mission of this wing is to provide quick air intervention anywhere in the world. Another composite wing is being formed at Moody AFB, Georgia. Figure 2.8 shows one possible configuration of a composite wing.

2.7.6.2.5.3. In the reconstructed Air Force, not all of our wings are composite. Some, such as the F-16 wing at Hill AFB, Utah, have a single type of aircraft ready to join air campaigns anywhere they are needed.

2.7.7. **Group.** A group is a flexible unit normally composed of two or more squadrons whose functions may be operational, support, or administrative in nature. A group may control squadrons having identical, similar, or different missions. A group is designated by number and often takes the number of the wing to which it is assigned. It has approximately 500 to 2,000 people.

2.7.8. **Squadron.** A squadron is the basic unit in the Air Force. Its used to designate mission units (e.g., flying units) and functional units (e.g., civil engineer, security police, and transportation). A squadron has a substantive mission of its own instead of only being responsible for administrative support. Squadrons vary in size due to functional responsibilities. They have approximately 50 to 750 people.

2.7.9. **Flight.** The Air Force uses three types of flights. Numbered flights incorporate small mission elements into an organized unit. This is the lowest unit level in the Air Force. Alpha flights are components of a squadron and consist of elements with identical missions. Flight A, B, or C of a security police squadron is one example. Functional flights are components of a squadron and consist of elements with specific missions. The military personnel flight and the family support flight within the mission support squadron are two examples.

## **2.8. Other Agencies and Units:**

### **2.8.1. Field Operating Agency (FOA):**

2.8.1.1. An FOA is a subdivision of the Air Force that

carries out field activities under the operational control of an HQ USAF functional manager. The mission of an FOA does not fit into the mission of any of the MAJCOMs.

2.8.1.2. There are over 30 FOAs in a variety of areas. Two examples are (1) the Air Force Military Personnel Center, under the HQ USAF Deputy Chief of Staff for Personnel, which manages personnel programs and policies, and (2) the Air Force Office of Special Investigations, under The Inspector General, which conducts investigations of criminal offenses, fraud, and other special investigations requested by commanders of Air Force activities.

2.8.1.3. There are also MAJCOM FOAs which report to functional managers in the MAJCOM headquarters. Two examples are (1) the ACC Civil Engineer Squadron under the HQ ACC Civil Engineer which provides professional engineering and specialized and technical expertise to carry out command engineering design and construction and (2) the USAFE Air Postal Squadron which is under HQ USAFE/Information Management and provides postal activities for supported organizations in Europe.

2.8.2. **Direct Reporting Unit (DRU).** A DRU is a subdivision of the Air Force directly subordinate to HQ USAF that is not under the operational control of a HQ USAF functional manager because of a unique mission, legal requirements, or other factors. The mission of a DRU is unique and does not directly support the mission of any MAJCOM or FOA. A DRU has the same administrative and organizational responsibilities as a MAJCOM. The Air Force District of Washington, US Air Force Academy, and Air Force Operational Test and Evaluation Center are all DRUs.

2.8.3. **Air Reserve Components.** The Air Force Reserve (AFRES) and the Air National Guard (ANG) augment the active Air Force.

2.8.3.1. **Air Force Reserve (AFRES).** The AFRES is an FOA of the Air Staff headed by the Chief of Air Force Reserve. The Chief of Air Force Reserve also serves as Commander of HQ AFRES. Located at Robins AFB, Georgia, HQ AFRES carries out the Chief of Staffs

responsibility for command of AFRES forces. HQ AFRES participates in formulating plans for the management, administration, and execution of programs affecting AFRES units. The AFRES provides trained units and qualified people for active duty in time of war or national emergency, or when required to maintain national security. It also performs peacetime missions compatible with training and mobilization readiness requirements. The AFRES stands to meet any challenge to national defense by augmenting the active force in time of emergency.

2.8.3.2. **Air National Guard Readiness Center (ANGRC):**

2.8.3.2.1. Located at Andrews AFB, Maryland, ANGRC is an FOA of the Director, Air National Guard. ANGRC is responsible for the maintenance, operational, and technical functions essential for combat readiness of the ANG. ANG units are not under the direct control of the Air Force except when mobilized. ANG units are called into active Federal Service by order of the President, upon declaration of war by Congress, or when otherwise authorized by law. Except when mobilized for Federal Service, ANG units are under command authority of governors of the states to which assigned. The ANG maintains a state of readiness for effective augmentation of active Air Force commands in the event of mobilization. Gaining commands provide advice and inspection services to assigned ANG units to assist in maintaining training standards for their integration into the commands organizational structure when mobilized. Operational readiness of ANG units is enhanced by providing peacetime support of active forces. These efforts include such functions as operational flying, operation alert standby, and critical manning assistance to gaining commands. While under control of the states, the ANG provides trained, disciplined, and equipped forces to preserve peace and protect lives and property during disasters, civil disorders, and other emergencies.

2.8.3.2.2. Achieving and maintaining air superiority requires the total effort of all members of the aerospace team. As we learned from Desert Storm, the members of the Air Reserve components stand ready, willing, and able to fly, fight, and win.

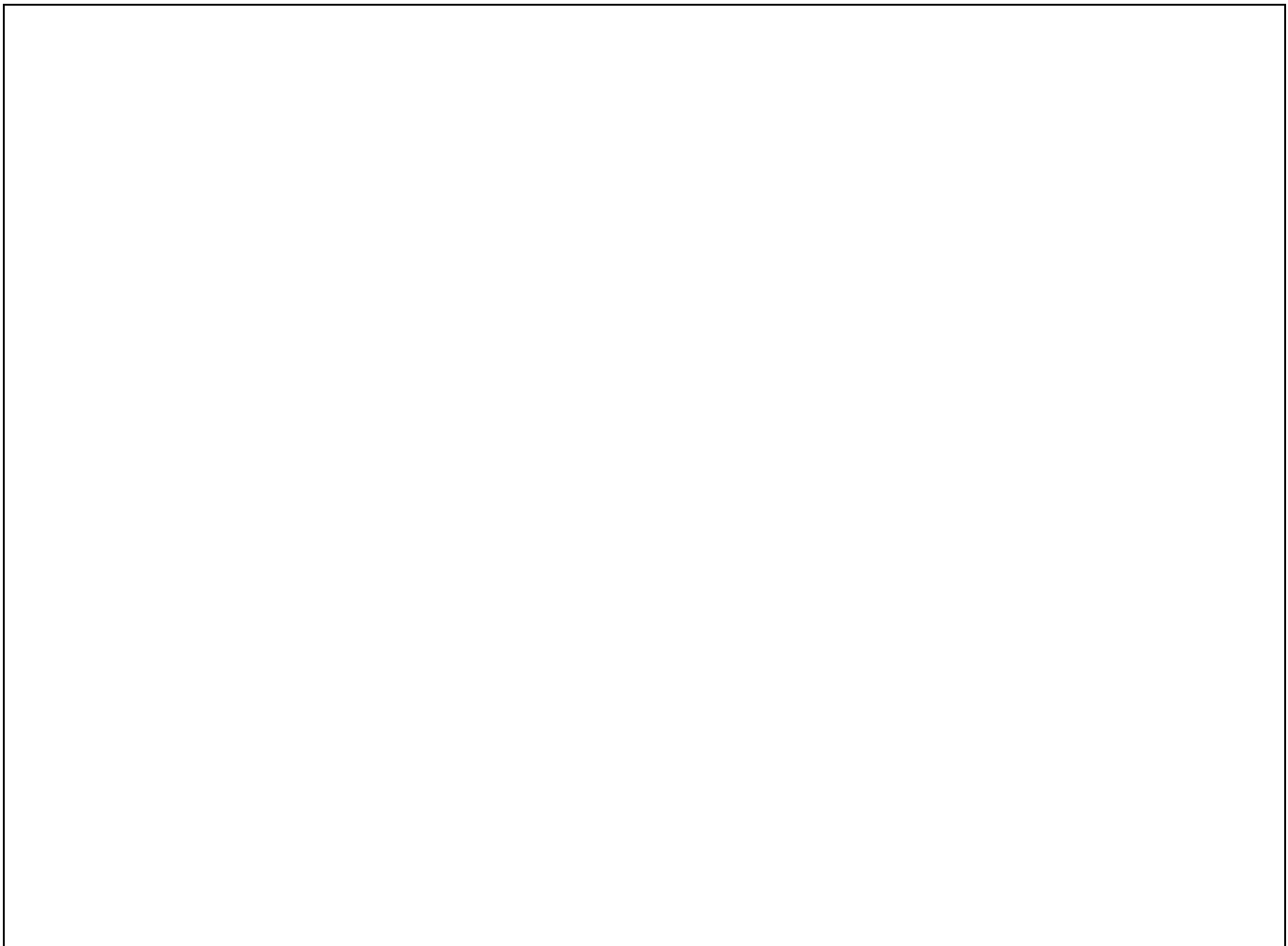
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## Chapter 3

### AIR FORCE HISTORY

**3.1. Introduction.** Pride in your military profession and your appreciation of it play a strong part in your own military development. If you understand the development

of the military, especially the Air Force, you can help others to understand it as well. A study of the Air Force's role in our nation's history is one part. The other part is



**Figure 3.1. First Airplane Flight of Wilbur and Orville Wright.**

the many examples of professionalism, duty, and honor that can help you develop a sense of pride in your Air Force traditions to enhance your professional identity. The history of the Air Force focuses on air power in times of war--as it should. The public heroes are the officers and NCOs who make it possible for our planes to fly and fight. In your present job, whatever it is, you play a part in preparing the Air Force to support our national policy with all the air power at its disposal. This chapter is a discussion of our historical development and traditions. But don't stop here! You can improve your knowledge of the Air Force by reading books, articles, and Secretary of the Air Force Policy Letters that discuss your profession. You'll find the information interesting, and it will help you grow professionally

### **3.2. Milestones to World War I:**

**3.2.1. The First Heavier-Than-Air Flight, 1903.** Man first went aloft in hot air balloons which were used for aerial observation in the American Civil War, Franco-Prussian War, and American campaigns in Cuba. Air balloons over the battlefield provided rapid, accurate

reconnaissance of enemy forces. Steerable airships, or dirigibles, were the logical replacements for balloons, but air power developed from the epic, controlled-power flight of Wilbur and Orville Wright which occurred at Kitty Hawk, North Carolina, on 17 December 1903 (figure 3.1). The Wright brothers always felt that the airplane would be a contribution to international communications, commerce, and good will. Ironically, they sold their first plane to the US War Department in 1909. Over the years, vast military expenditures on the airplane have not only made it a key element in US military power, but also created a revolution in transportation, business, and economics.

### **3.2.2. World War I, 1914-1918:**

**3.2.2.1.** *We first discovered that airplanes could go faster and higher than horses. They took over reconnaissance from the cavalry,* recalled one early US Army aviator. Within the US War Department, the airplane was integrated with balloons under the Signal Corps Aeronautical Division which had been organized on 1 August 1907. The Signal Corps first used the

airplane for scouting and observation of enemy movements. Technological development of the airplane progressed slowly in the United States, but European nations were arming themselves for World War I and made a forced-draft development of observation aircraft.

3.2.2.2. After the first massive ground offensives of World War I stalemated in the trenches of France in the autumn of 1914, aerial vehicles of the Allies and Central Powers became virtually the sole source of intelligence. In fact, aircraft observation contributed to the stalemate of trench warfare because opposing ground forces could not form the large buildups required to break through trench fortifications without being detected and countered. The success of any ground breakthrough depended upon the blinding of opposing intelligence service. Both the Allies and Central Powers developed pursuit aircraft and employed them over active sectors in barrage patrols designed to sweep enemy observation planes and balloons from the skies.

3.2.2.3. Throughout the war, the opposing powers continued to make technological advances and try new uses for the airplane. The Germans were responsible for developing the Fokker pursuit plane that could fire bullets between the turning propeller blades. This provided a vastly superior capability over planes that required a machine gunner in the back seat. German zeppelins (dirigibles) began psychological bombing attacks against England in 1915; the Junkers aircraft were able to fire on ground positions and provide tactical air support. The American role in the air war was very small at first. American volunteers began by flying for the Lafayette Escadrille in the French Air Force. By the end of the war, the United States had over 11,000 flying officers. Five thousand of these officers served in France, principally using its Allies planes. The significance of the American flyers participation for the United States was that they brought ideas about aircraft and its role in war back to America. The most important of these individuals was "Billy" Mitchell.

3.2.2.4. William "Billy" Mitchell, who was a private in the Spanish-American War, was a military-minded man. When the United States declared war on Germany in April 1917, Lieutenant Colonel Mitchell was already on his way to France as an observer. Holding a variety of aviation posts over the next 18 months, Mitchell gained a deep appreciation for the potential of military aviation. In addition to flying, Mitchell listened to members of the British and French Air Forces, especially General Hugh Trenchard, the organizer of Britain's Independent Air Force. They taught him the concept of the airplane as a powerful tactical and strategic weapon. Mitchell translated these ideas into action. In August 1918, he took command of the largest concentration of Allied aircraft to appear during the war. Mitchell's air fleet

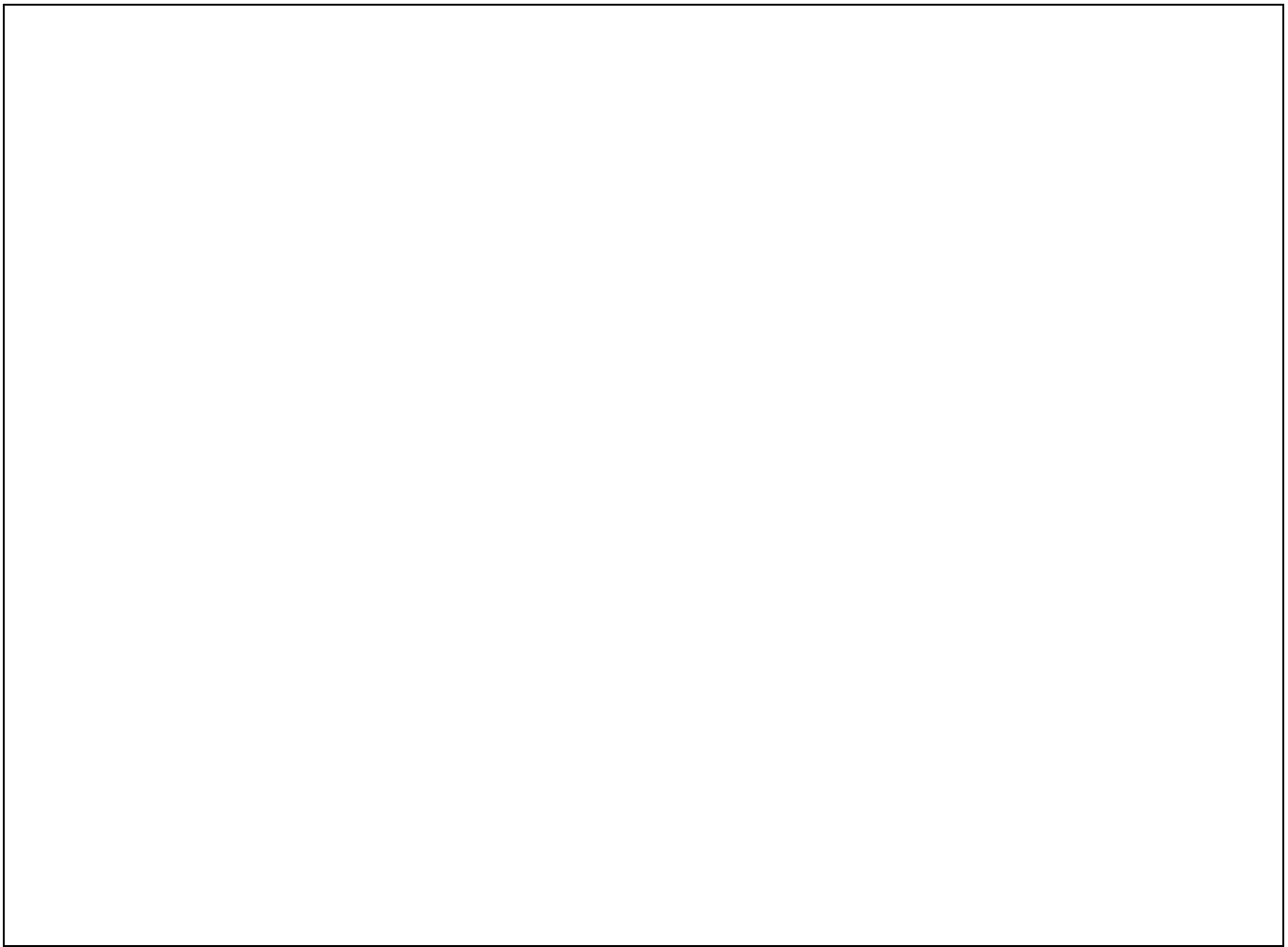
controlled the skies over the front and aided the Allied armies in defeating the Germans. His air fleet was also developing the theory of strategic bombing by dropping bombs on enemy munitions dumps and troop concentrations. When the war ended, Mitchell and his staff had already developed plans for strategic air attacks deep into Germany.

3.2.2.5. As a result of his work, Mitchell was promoted to the temporary grade of brigadier general. After the war, he was appointed to the position of Third Assistant Executive and Chief, Training and Operations, Army Air Service. Based on his war experiences, Mitchell was a strong believer in air power. He was convinced that the airplane would change the national military structure by requiring establishment of an Air Force independent of Army or Navy command. Mitchell believed that he could bring about that change by using persuasion alone. From 1919 to 1921, Mitchell continued to insist that air power was the key to winning wars, strategic air operations had eliminated the need for mass armies, and battleships were vulnerable to air attack and, therefore, obsolete. As the intensity of Mitchell's claims increased, the national press picked up the story. Public opinion forced the Navy to allow Mitchell to conduct bombing tests in 1921 against three captured German vessels. One of these vessels was the battleship *Ostfriesland* (figure 3.2) that was claimed to be unsinkable.

3.2.2.6. Air Service bombers, under Mitchell's personal command, sank all three ships, but the tests failed to achieve the results Mitchell had hoped for. In his opinion, the report of the Joint Board of Army and Navy Officers responsible for evaluating the results didn't adequately convey to the public the capabilities of a bomber force. To correct the apparent wrong, Mitchell leaked to the press a report he made to the Chief of the Air Service concerning bombing tests.

3.2.2.7. From December 1921 to March 1924, Mitchell developed tactical procedures and the hardware required to implement them. In the fall of 1924, Mitchell began his last active duty campaign in his crusade for air power. Without official clearance from his superiors, Mitchell published a series of articles that advocated all-out offensive strategic bombardment designed to lay waste to an enemy's entire country.

3.2.2.8. He argued that air power was more important than the ground maneuvers of the Army or sea operations of the Navy. When he persisted in his criticism into the spring of 1925, his superiors took action. Mitchell's appointment to the office of Assistant Chief, Air Service, with the grade of brigadier general, was denied. He reverted to the grade of colonel and was sent to Fort Sam Houston, San Antonio, Texas. After losing one of his close friends in the crash of an airship, he called a press



**Figure 3.2. Battleship Ostfriesland During Bombing Demonstration.**

conference. There, he openly invited a court-martial by accusing the higher command of the military departments of incompetence, criminal negligence, and inaction in the interest of national defense.

3.2.2.9. In October 1925, Colonel Billy Mitchell was court-martialed (figure 3.3); the trial lasted into December. There was little doubt what the outcome would be; therefore, instead of making any real effort at a defense, Mitchell used the trial as a forum to present his ideas on the proper role and organization of an aeronautics branch. He achieved the attention and publicity he desired, but the cost was high. Mitchell was found guilty of conduct prejudicial to military discipline and of a nature to bring discredit to the military service. He was sentenced to 5 years suspension from active duty at half pay but chose instead to retire from active service.

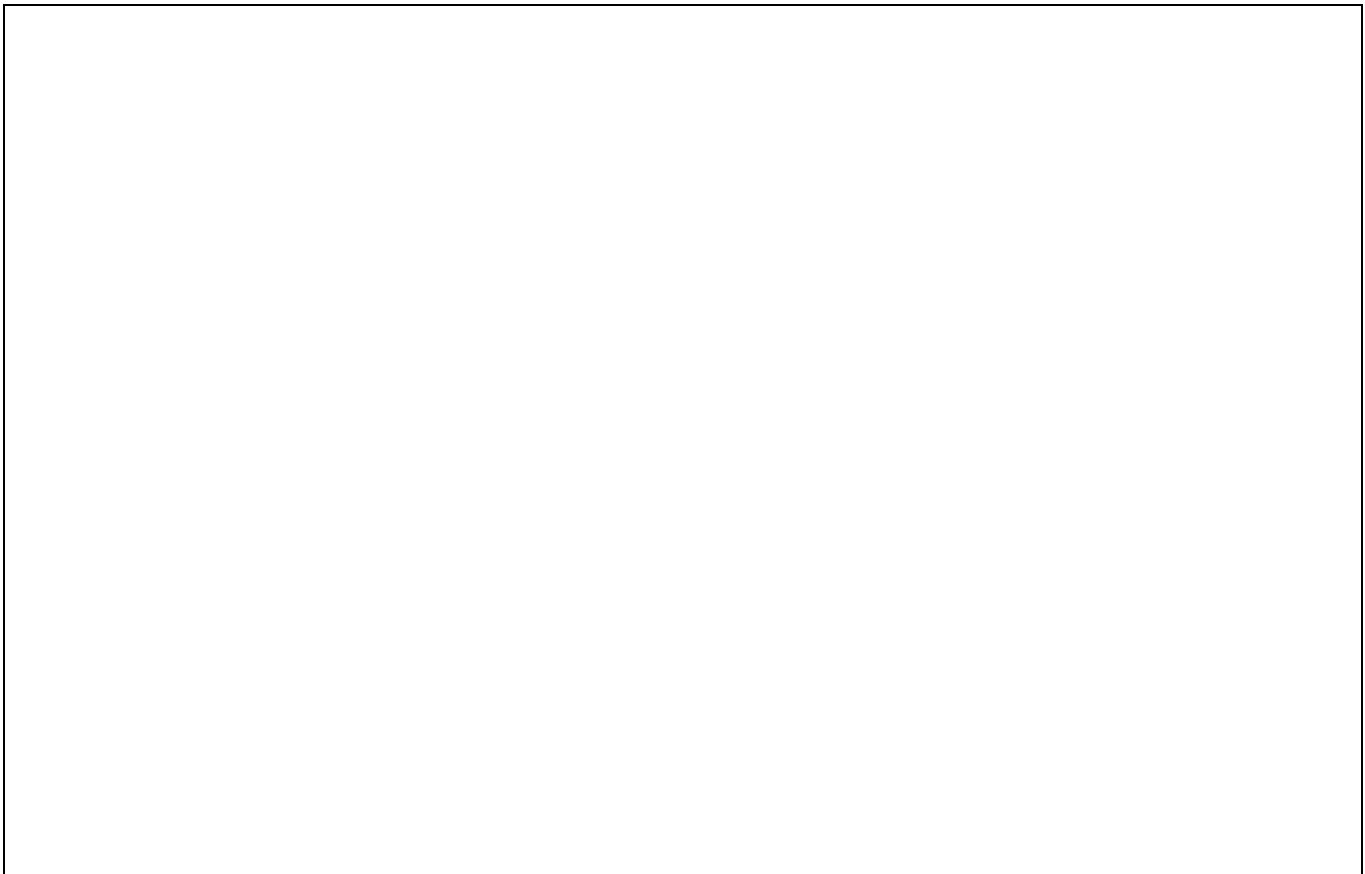
3.2.2.10. On the surface, it appeared that Mitchell sacrificed his military career for nothing; however, he did in fact, directly or indirectly, accomplish several things.

First, Mitchell influenced the passage of the Air Corps Act in 1926. Second, he was instrumental in directing aviation development and its role in World War II. Third, continuing to express his opinions until his death in 1936, Mitchell was a driving force in preparing the American people to accept the role of aeronautics in their nations military and diplomatic policies. Finally, he was an important agent in the growth of United States naval aviation and one of the founding fathers of the United States Air Force (USAF).

**3.3. Milestones to World War II.** Following the War To End All Wars, the United States greatly reduced its forces and allowed its military equipment to become obsolete. During the period between World Wars I and II, advocates of the airplane and air power fought to gain popular and political support for the new weapon and its use.

#### **3.3.1. The US Army Air Corps Act, 1926:**

3.3.1.1. At the conclusion of World War I, airmen of all nations attempted to assess the air power lessons learned



**Figure 3.3. Court-Martial of Colonel Billy Mitchell.**

during the conflict. The forward thinkers outlined air power lessons in terms of potential development rather than what had actually been demonstrated. In the winter of 1920-21, Mitchell wrote his first book, "Our Air Force." He predicted: *"As a prelude to any engagement of military or naval forces, a contest must take place for control of the air. The first battles of any future war will be air battles. The nation winning them is practically certain to win the whole war because the victorious air service will be able to operate and increase without hindrance."*

3.3.1.2. In 1921, Italian soldier and writer Giulio Douhet published *The Command of the Air*. He visualized a defensive role for surface forces and an offensive role for aerial forces designed to command the air. He believed that command of the air would be established by attacks against enemy aviation facilities, not by aerial dogfights. He also believed that no nation could survive air attacks made by battle planes armed with explosive, incendiary, and poison gas bombs.

3.3.1.3. In testimony before a congressional committee in February 1926, Billy Mitchell epitomized Douhet's thinking when he described a new concept of air warfare.

He stated:

*"The method of prosecuting a war in the old days always was to get at the vital centers of the country in order to paralyze the resistance.... Armies were spread out in front of those places and protected them by their flesh and blood. You had mass killings there, sometimes for years, before these vital centers were reached. It led to the theory that the hostile army on the field was the main objective.... Now we can get today to these vital centers by air power, so that, in the future, we will....go straight to the vital centers, the industrial centers, through the use of an air force.... That is the modern theory of making war."*

3.3.1.4. Congress displayed acceptance of the new concepts of aerial warfare by passing the Air Corps Act of 1926, that changed the name of the Army Air Service to the Army Air Corps. This gave the implication that the Air Corps would be capable of independent and support operations. The Air Corps Act provided space for the Corps to expand, thus fostering development of aviation technology in the nation. However, a combination of financial constraints and traditional views held by many

senior Army officers reduced the impact of the legislation.

### 3.3.2. The General Headquarters Air Force, 1935:

3.3.2.1. Until 1927, Army and Navy military orders kept airplane production and development alive in the United States; however, it was Charles A. Lindbergh's pioneer solo flight from New York to Paris on 20 and 21 May 1927 that stimulated the imagination of the American people and made the nation want to fly. During 1927, United States commercial airlines transported approximately 8,700 passengers; the number transported jumped to 48,312 in 1928, 161,933 in 1929, and 384,506 in 1930. With the marked increase in civilian flight, the airlines needed new and improved planes; military development of new bombers drew upon the improvements made in transport aircraft.

3.3.2.2. In the annual Air Corps maneuvers held in Ohio in 1929, pursuit squadrons had been unable to find penetrating bombers in time to intercept them; in the same year, the Air Corps Materiel Division issued the design specifications for the Martin B-10 bomber. This all-metal monoplane was the first of the modern bombers. It had front and rear gun turrets, a service ceiling of 21,000 feet, and a top speed of 210 miles per hour, which enabled it to outrun existing pursuit planes. The delivery of the prototype XB-17 "*Flying Fortress*" in 1935 made the bombers inherent strength even more apparent. "*The B-17 was air power,*" General Henry "Hap" Arnold would later observe.

3.3.2.3. The activation of the General Headquarters Air Force at Langley Field on 1 March 1935 marked the nations acceptance of new aviation capabilities. All Air Corps pursuit, attack, and bombardment groups were assigned to it. Air Corps observation squadrons continued to be assigned to the Army's field corps and divisions. In 1935, the Air Corps Board studied whether attack aviation should be assigned directly to Army ground units, but it advised against such an assignment. "*A weapon capable of giving direct support to more than one subordinate unit, the Board reasoned, should be assigned to a superior headquarters.*" In order to perform its long-range mission, the General Headquarters Air Force wanted to procure the B-17 as a standard bomber; it had an additional requirement for a follow-on bomber with even more range, bomb load, and speed. The War Department General Staff, on the other hand, thought that the B-17 was too expensive for support of ground forces and favored the procurement of a bomber version of the Douglas DC-3 transport plane. In August 1938, the Army's Chief of Staff ruled that the Air Corps could purchase attack bombers rather than bombardment planes. Thus, when war broke out in

Europe in 1939, the Air Corps had only 19 long-range bombers. The Air Corps was still ill prepared when the United States entered the war 2 years later.

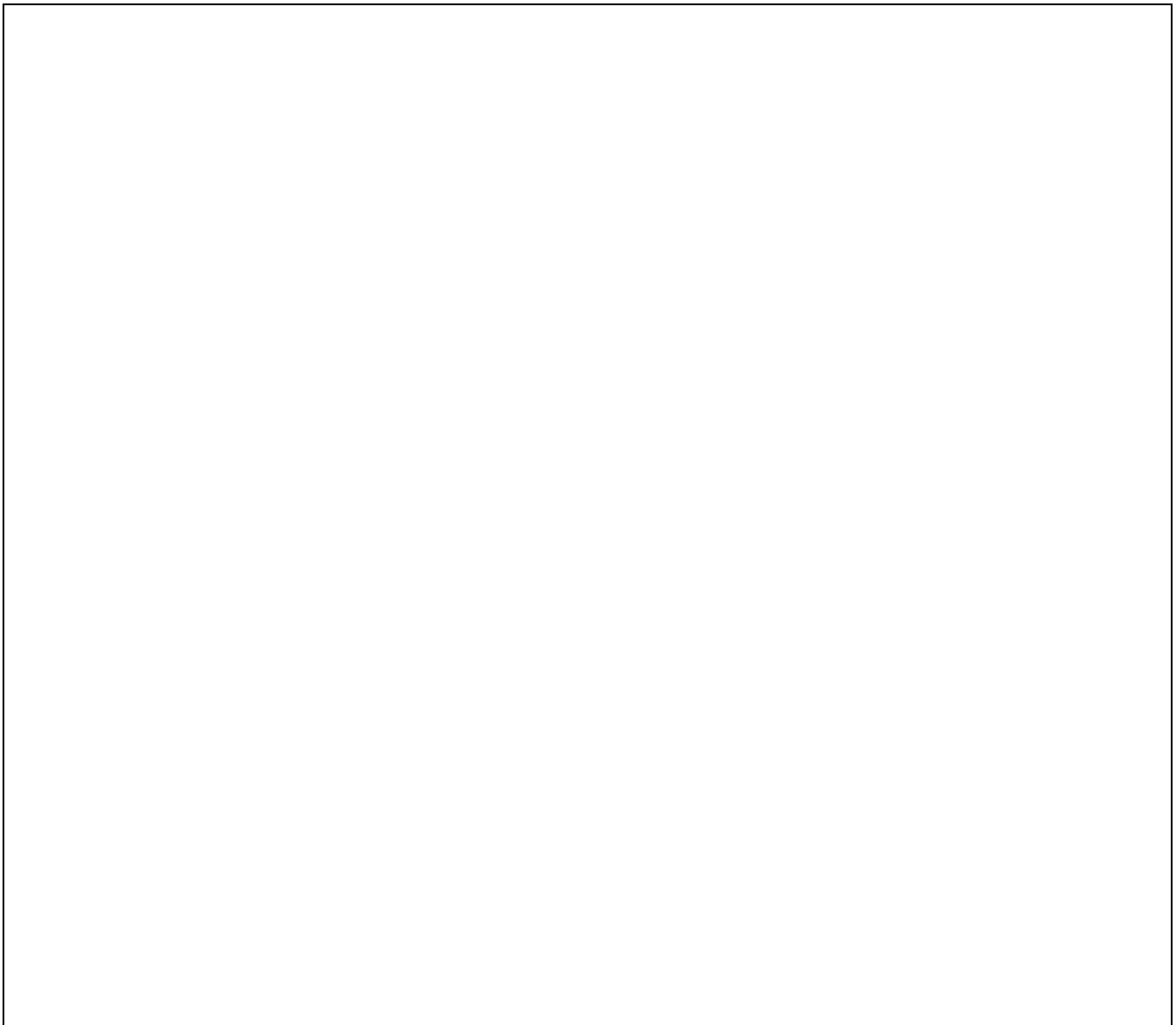
### 3.3.3. World War II, 1939-1945:

3.3.3.1. Known in general as an air-minded man, President Franklin D. Roosevelt had not given the Army Air Corps much attention earlier in the 1930's; but on 14 November 1938, he assembled civil and military leaders and announced that airplanes, not ground forces, were the instruments of war which would deter Hitler. Roosevelt sponsored an expansion of the Army Air Corps and the Naval Air Service, but his principal concern was increasing production of American aircraft for sale to Britain and France to deter Hitler from war.

3.3.3.2. Adolf Hitler was not to be deterred by air forces not yet in existence. In September 1939, he went to war, successfully carrying out a series of lightning campaigns against Poland, Norway, the Low Countries (Holland, Belgium, and Luxembourg), and France in 1939 and 1940. On 8 August 1940, Hitler committed the Luftwaffe (the German Air Force) to the Battle of Britain. The Nazis planned to gain air superiority by first destroying the RAF Fighter Command and then softening Britain up for a combined sea and airborne invasion. Aided by newly developed radar and a more effective command and control structure, the British fighter force proved superior to the German Luftwaffe. The German planes were designed to support only ground forces and lacked the ability to carry heavy loads of bombs. By December 1940, the Luftwaffe had failed against Britain. Instead of continuing with his plans to invade the British Islands in June 1941, Hitler turned his legions against the Soviet Union. Here, the Luftwaffe was initially successful; but without long-range bombers, the Germans were unable to totally destroy Russia's industrial base and military capability.

3.3.3.3. In recognition of the growing peril of the Axis, Anglo-American military planners met in Washington during February and March 1941 and prepared a document entitled "American-British Conversations." This plan outlined a priority Allied war effort against Germany as the strongest Axis power. The Allied offensive in Europe was to include economic pressure through blockade, a "sustained air offensive" against German military power, early defeat of Italy, and a buildup of forces for an eventual land offensive against Germany. The Allies planned to achieve superiority of air strength over the enemy as rapidly as possible, particularly in long-range striking forces (figure 3.4).

3.3.3.4. In view of the demonstrated importance of air power in the European war, the United States developed



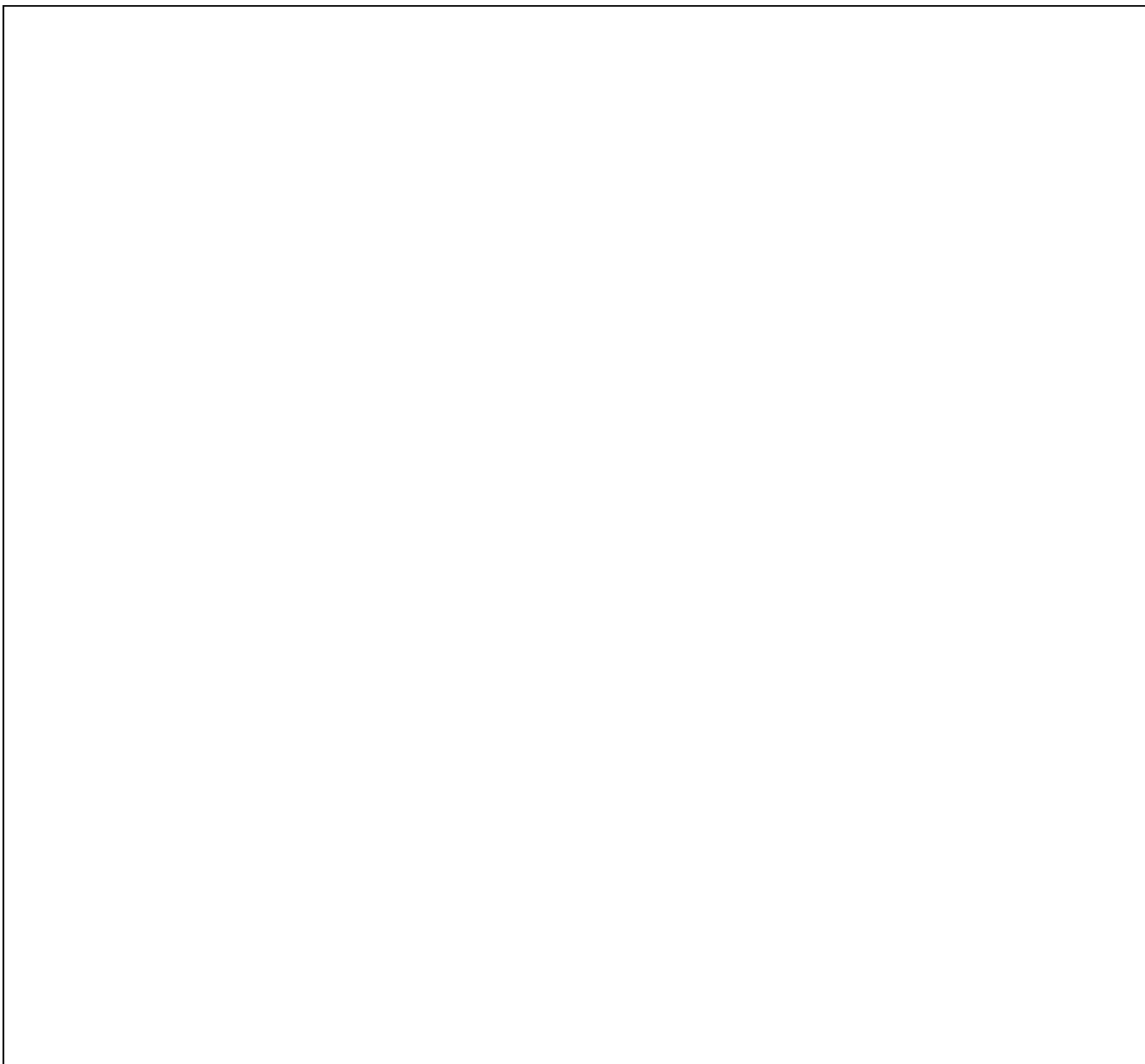
**Figure 3.4. Bombing Berlin's Industrial Factories.**

its air services as quickly as production and training would permit. In an executive reorganization of the War Department on 20 June 1941, the Army Air Force was established under the command of General Hap Arnold and given authority over Army aviation matters.

3.3.3.5. In August 1941, President Roosevelt asked the Army and Navy what the United States munitions requirements would be if the nation entered World War II. Working together for 9 days in the Air War Plans Division, a group of remarkable young Air Corps officers, who had served together at the Air Corps Tactical School, produced AWPD-1 (figure 3.5). The group included Colonel Harold L. George (division chief), Lieutenant Colonel Kenneth N. Walker, and Majors Haywood S. Hansell and Laurence S. Kuter.

Their plan called for immediate development of a strategic air offensive against war-supporting targets in Germany and later Japan that would force the enemy to surrender, preferably without surface invasion. The war-supporting targets included oil refineries, power plants, transportation systems, and tank and aircraft industries. Most military and political leaders still felt, however, that air power should support traditional warfare.

3.3.3.6. On 7 December 1941, in President Roosevelt's words, "*a date which will live in infamy*," Japanese aircraft attacked military installations in Hawaii. Their primary target was the naval base at Pearl Harbor; the



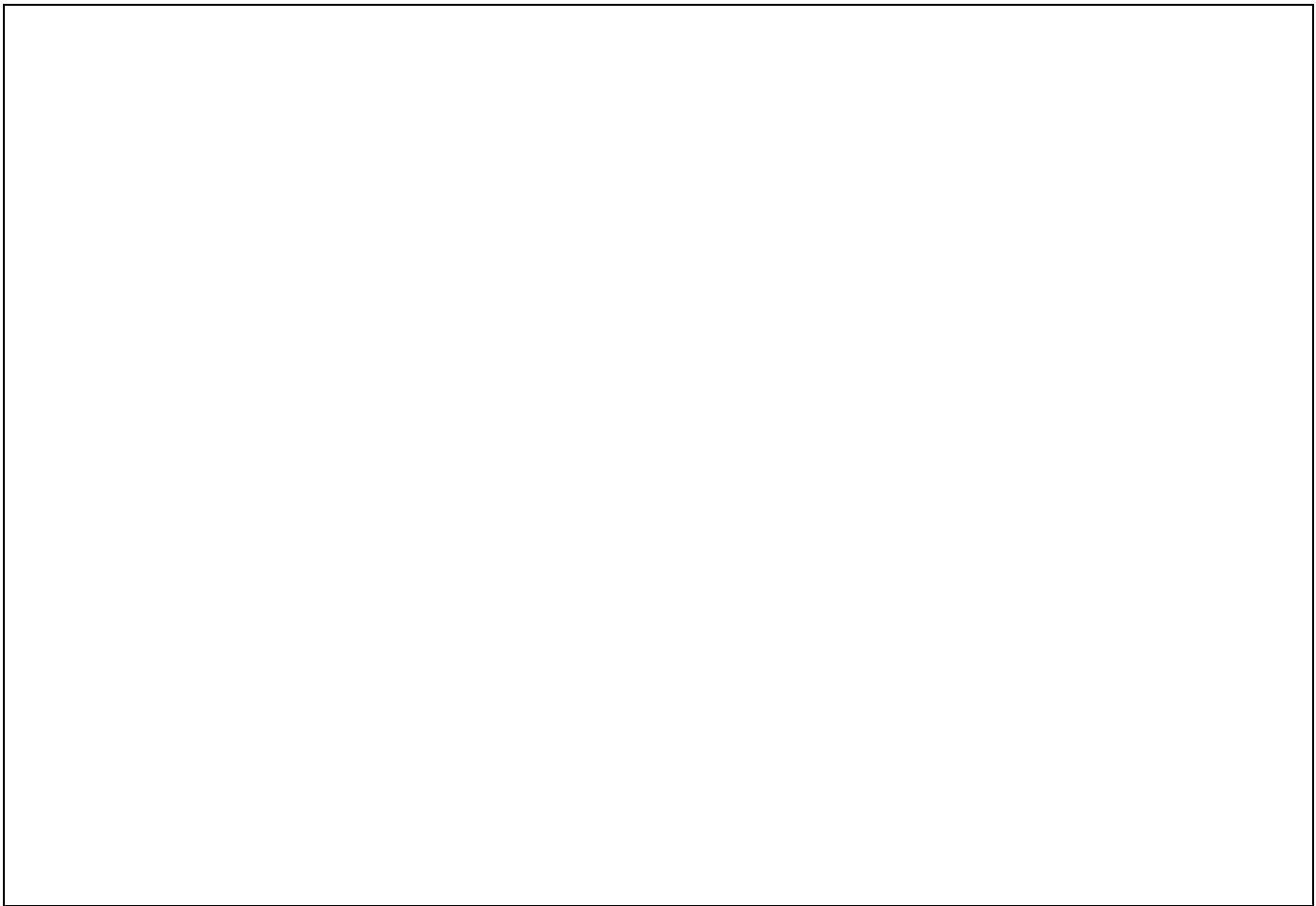
**Figure 3.5. Air-War Plans Division/1 (AWPD/1).**

intent was to cripple the Pacific fleet. The Japanese simultaneously met their objective and launched the United States into World War II.

3.3.3.7. Although the United States entered the war in December 1941, the Anglo-American combined bomber offensive against Germany wasn't instituted in Europe until 21 January 1943. In this effort, day-flying American bombers required fighter escorts to make sustained attacks with conventional weapons against heavily defended German targets. A substantial number of these fighters were flown by black military aviators trained at an isolated complex near Tuskegee, Alabama (figure 3.6). These pilots were trained separately because the Armed Services were segregated until 1948. Under the

command of Colonel Benjamin O. Davis, Jr., they flew over 15,000 sorties and completed more than 1,500 missions with the 12<sup>th</sup> Tactical and 15<sup>th</sup> Strategic US Army Air Forces.

3.3.3.8. Allied air superiority was achieved early in 1944 by a combination of aerial battles and air attacks against hostile aviation facilities; by December 1944, Germany's economy had collapsed. *"The US Strategic Bombing Survey"* established by President Roosevelt concluded that *"the German experience suggests that even a first-class military power--rugged and resilient as Germany is--cannot live long under full-scale and free exploitation of air weapons over the heart of its territory"* (figure 3.7).



**Figure 3.6. A Group of Tuskegee Airmen Known as the Hawkmen.**

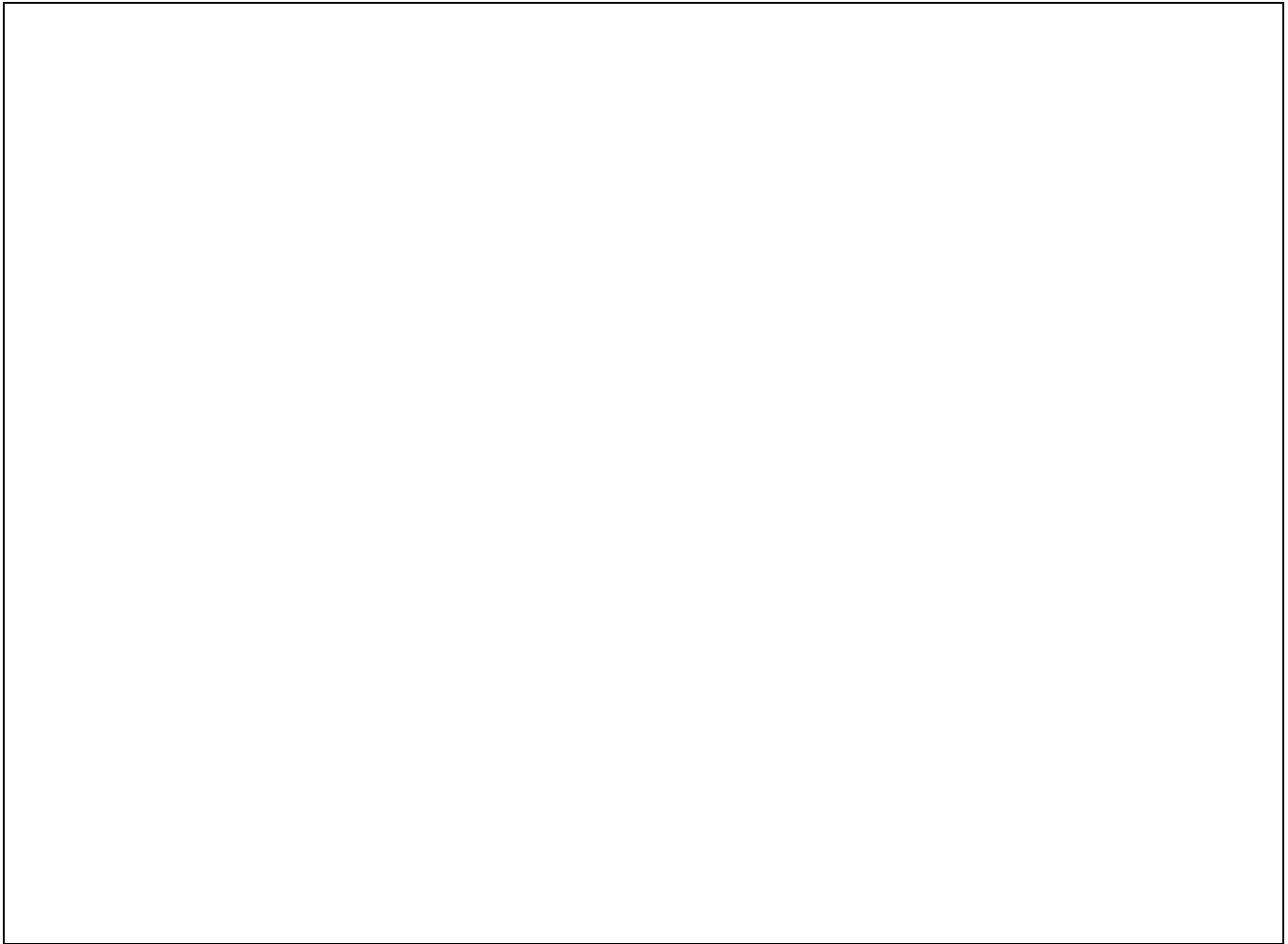
3.3.3.9. General Otto P. Weyland, Commander of XIX TAC, led the 84<sup>th</sup> Fighter Wing in its classic air support of General George S. Patton's 3d Army in the successful movement across France in the spring of 1945. General Weyland participated in six major campaigns during the war and won the respect of General Patton, who referred to him as *"the best damn general in the Air Corps."* He would succeed General Stratemeyer in June 1951 as Commander of the Far East Air Forces, demonstrate his tactical warfare experience and ability in 10 major Korean War campaigns, and help Japan reorganize its air defense forces and aircraft industry, earning the title "father of the new Japanese air force."

3.3.3.10. World War II air forces couldn't conduct a sustained air assault against the islands occupied by Japan until new long-range B-29 Superfortress bombers (figure 3.8) from bases in the Mariana Islands were ready for combat in November 1944. Employing demolition ordnance, highly effective incendiary bombs (figure 3.9), and the first two atomic weapons, the US 20<sup>th</sup> Air Force brought about Japan's surrender in August 1945 without a ground invasion on its home islands (figure 3.10). *"It seems clear,"* summarized the US Strategic Bombing Survey, *"that air supremacy and its later exploitation*

*over Japan was the major factor that determined the timing of Japan's surrender and precluded any need for invasion."*

#### 3.3.4. Aftermath:

3.3.4.1. In 1945, just before his retirement as Commanding General of the Army Air Forces, General Arnold outlined the air power lessons learned from World War II. *"Air power,"* he stated, *"includes a nation's ability to deliver cargo, people, destructive missiles, and war-making potential through the air to a desired destination to accomplish a desired purpose. Air power is not composed alone of the war-making components of aviation. It is the total aviation activity--civilian and military, commercial and private, potential as well as existing."* General Arnold emphasized five air power lessons: (1) unitary nature of air power; (2) need of control of the air or air superiority; (3) transcendent importance of a combat-ready airstrike force in a national team of air, ground, and naval forces; (4) inherent superiority of offense over defense; and (5) ability of an air attack to deplete specific industrial and economic resources and make continued resistance by an enemy impossible. Arnold attached great importance to the unity



**Figure 3.7. The Destruction of a Ball-Bearing Factory in Erkner, Germany.**

of air power. He pointed out that air power was a scarce national commodity that would attain its maximum effectiveness only through a flexible employment in which it was controlled as an entity.

3.3.4.2. During World War II, General Arnold, known as the architect of US air power, had worked out plans for the new Air Force. He prepared these plans with encouragement from his commander, Army Chief of Staff General George C. Marshall, who believed the Army Air Forces had, by their performance during the war, earned a place as a separate service. Working closely with General Arnold was General Carl A. Spaatz. General Spaatz was a modest man of great ability who shunned publicity. He replaced General Arnold as Commanding General of the Army Air Forces in February 1946. When General Dwight D. Eisenhower replaced General Marshall as Army Chief of Staff, he helped General Spaatz with plans for establishing an independent Air Force, just as General Marshall had assisted General Arnold.

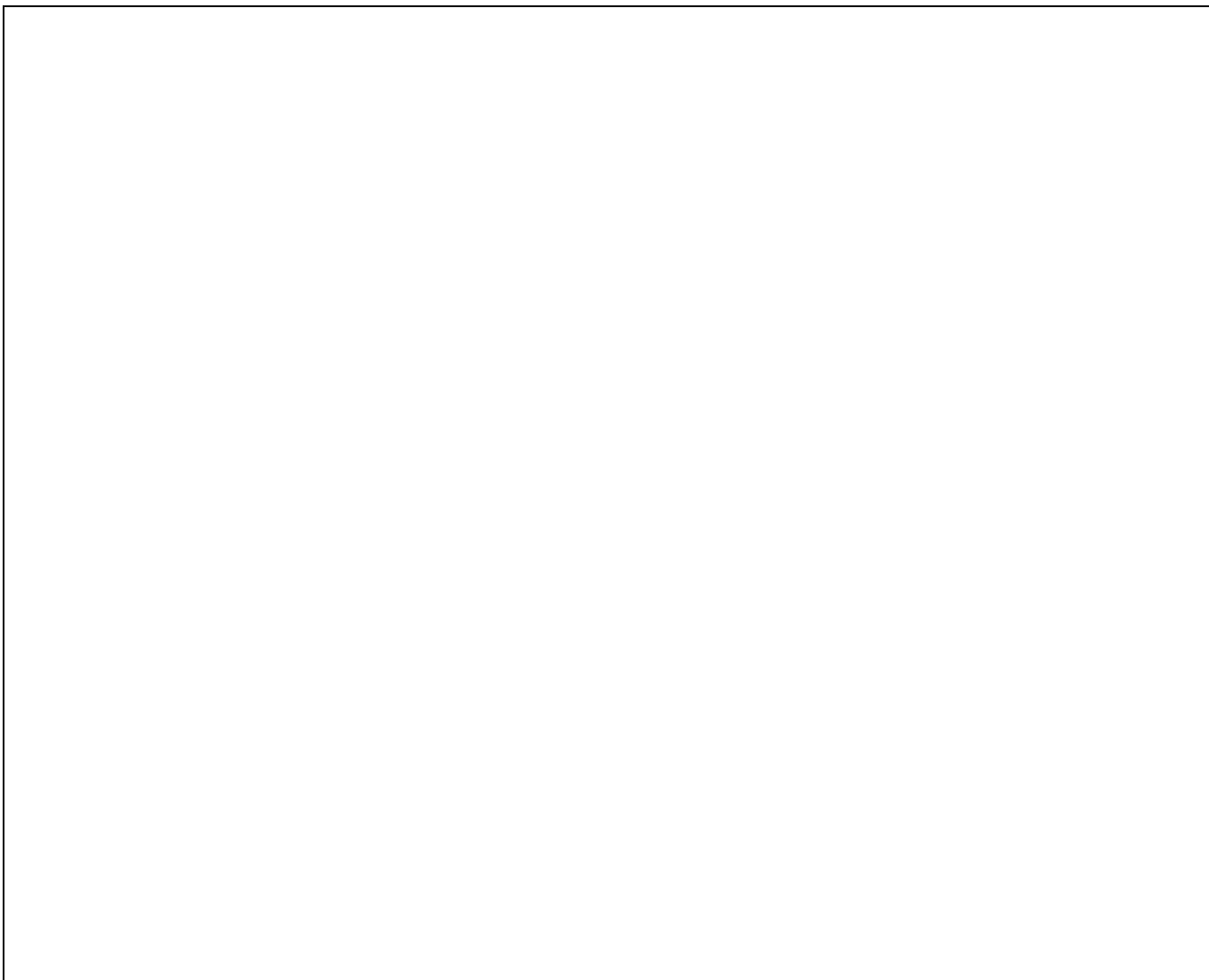
### **3.4. National Security Act of 1947:**

3.4.1. On 18 September 1947, the Air Force became an independent service with a status coequal with the Army and Navy. In describing this day, Lt General James Jimmy Doolittle marking the historic signing of the National Security Act that created the US Air Force, said: *"This is the day Billy Mitchell dreamed of."*

3.4.2. The National Security Act established the positions of Secretary of the Air Force (a civilian appointed by the President) to head the Department of the Air Force, and Chief of Staff, US Air Force to head Headquarters USAF. The act provided for an orderly 2-year transfer of Army Air Force functions to the Air Force to include all property, personnel, and records.

### **3.4.3. An Independent Air Force:**

3.4.3.1. General Carl A. Spaatz became the first Chief of



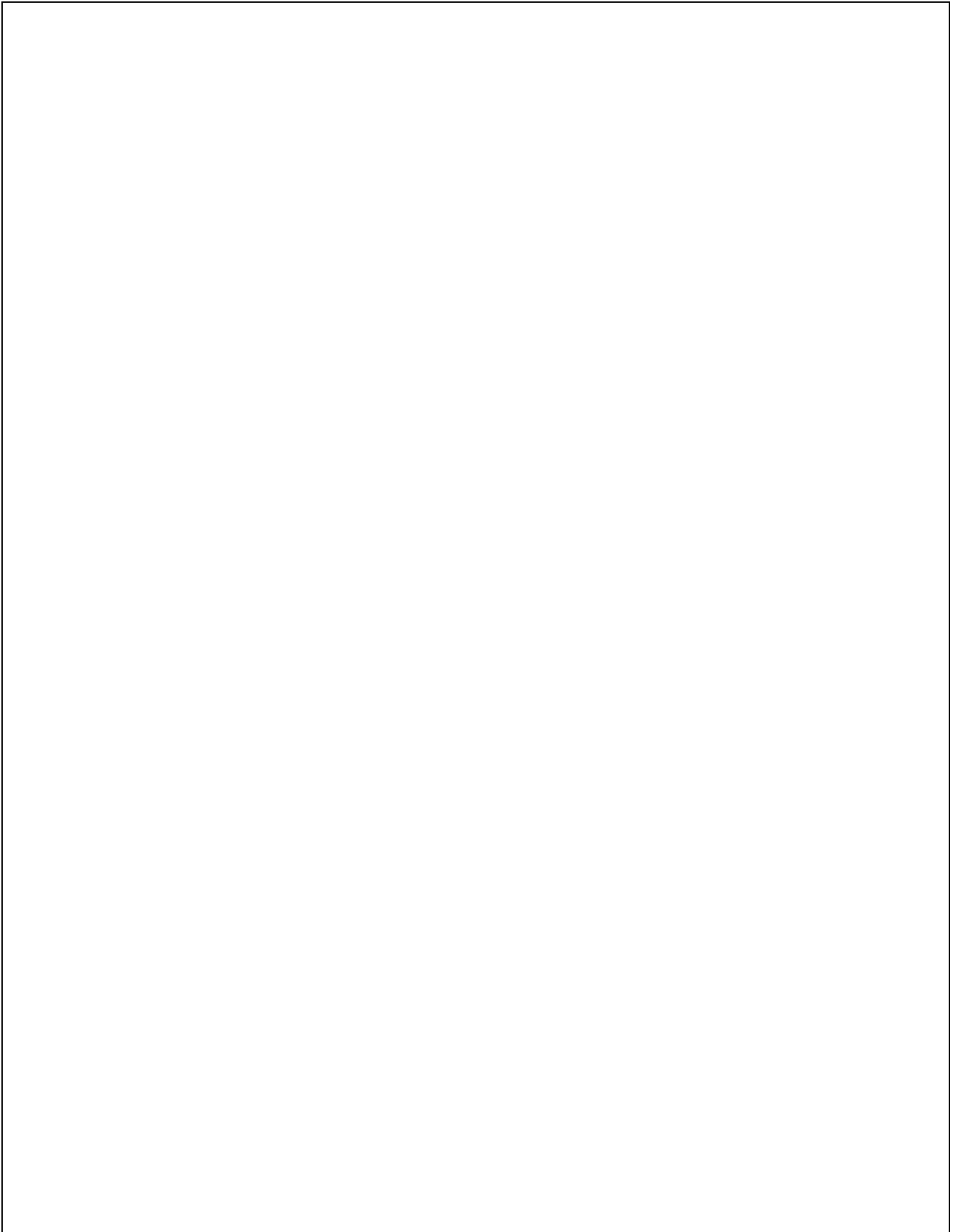
**Figure 3.8. B-29 Bombing the Showa Steel Works in Anshan, Manchuria.**

Staff of the Air Force on 26 September 1947. When General Spaatz assumed his new position, the first Secretary of the Air Force, W. Stuart Symington, was already on the job, having been sworn in on 18 September 1947. He had been Assistant Secretary of War for Air and had already worked closely with General Spaatz. The new Air Force was fortunate to have these two men as its first leaders. They regarded air power as an instrument of national policy and of great importance to national defense. Both men also knew how to promote air power and win public support for the Air Force.

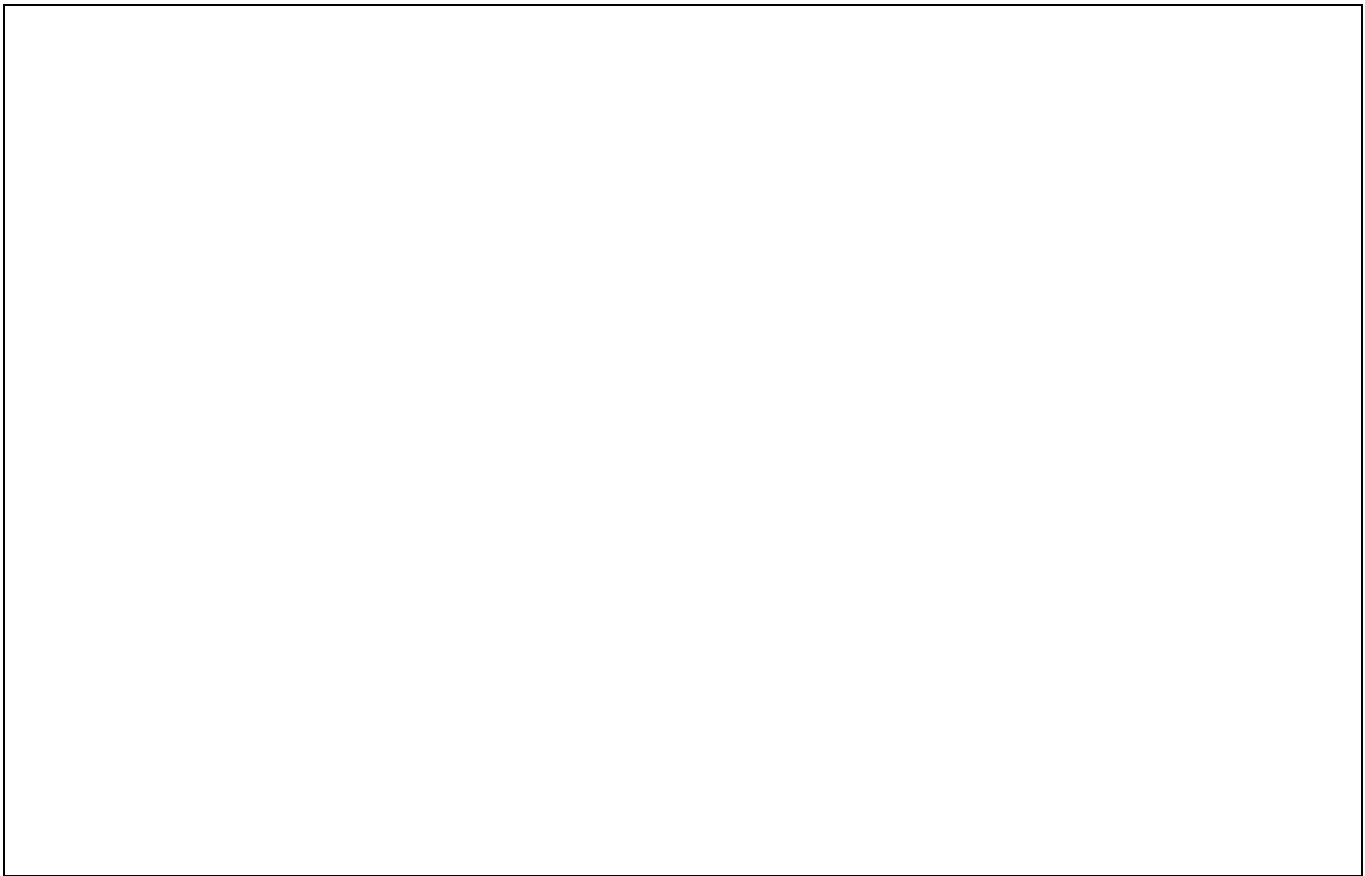
3.4.3.2. To enable the Air Force to function effectively as an independent service, General Spaatz felt the public needed to remain informed about its operations. He believed educating the public about air power to gain support for the Air Force was just as important as building aircraft and training people to fly them. In

defining air power, he used General Arnold's description of "total aviation capacity" as being "all-inclusive--the trained air personnel; the aircraft industries; and the air-conscious public." Then he noted, "the third component, public support, is as essential to effective air power as industries, airplanes, and airmen." He believed ability to control the air was essential for victory in time of war and equally essential in peacetime to prevent war.

3.4.3.3. Reflecting upon the terrible destruction inflicted during World War II, Air Force leaders sought to make the new strategic force an instrument for preserving peace rather than waging war. They wanted to build forces powerful enough to discourage a potential enemy from attack. In writing about the future use of air power, General Arnold said, "World War II brought unprecedented death and destruction to war-making and peace-loving nations. Any future war will be vastly more devastating, and the mission of the Armed Forces of the



**Figure 3.9. Incendiary Bombs Dropped by B-29 Bombers on Kobe, Japan.**



**Figure 3.10. General MacArthur Accepting the Japanese Surrender Aboard the USS Missouri.**

*US should not be to prepare for war, but to prevent war and to ensure that peace be kept. The key to that deterrent force would be US air power.”*

3.4.3.4. In the years immediately following World War II, a new concept of national defense--the strategy of deterrence--was emerging. Since air power was changing the nature of warfare, the United States could neither depend upon its ocean barriers for defense nor rely upon its Allies to hold off the enemy until the nation could mobilize for war. The future air threat required forces to move even more rapidly to defend the nation. To meet this demand, the National Security Act provided for an autonomous Air Force as part of the new National Military Establishment.

3.4.4. **Mission and Role of the Air Force.** Determining the precise mission and role of the Air Force presented a challenge. The National Security Act described the Air Force mission in broad terms. It simply made the Air Force responsible for conducting offensive and defensive air operations for the nation. The executive order President Harry S. Truman signed in conjunction with the Act partially closed the gap by stating: The Air Force is organized, trained, and equipped primarily for prompt and sustained air offensive and defensive operations. Using this broad guide, Air Force leaders developed the

Air Force organizational structure.

#### 3.4.5. **Command Structure of the Air Force:**

3.4.5.1. General Arnold, commander of Army Air Forces, started plans for the new Air Force before the war ended. Among others, General Ira C. Eaker, who later became the Deputy Commander of the Army Air Forces, helped him with these plans.

3.4.5.2. In August 1945, General Eaker, in conjunction with the War Department, approved a permanent force objective of 70 combat groups and 22 specialized squadrons supplemented with adequate support units. The Air Force combat groups became large units subordinate to MAJCOMs. It wasn't until the wing-base organization was adopted by the Air Force in 1947 that the force objective term changed from groups to wings.

3.4.5.3. In laying the foundation for the future, the Air Force formed an organization to meet its unique requirements. One of the most important postwar decisions was the establishment of major combat commands. On the basis of plans made by the Air Staff and discussions between Generals Spaatz and Eisenhower, the decision was made in March 1946 that the Army Air Forces combat commands would consist of a Strategic Air Command (SAC), a Tactical Air

Command (TAC), and an Air Defense Command (ADC). These commands carried over into the new Air Force and were later confirmed by law.

#### **3.4.6. Integrating the Air Force:**

3.4.6.1. Blacks served with distinction in World War I. This included the black fliers who fought with the French. During World War II, Black Americans fought in all-Black units. In November 1941, the first Blacks entered the flying training establishment at Tuskegee, Alabama. The most famous of the Black flying units was the 99<sup>th</sup> Pursuit Squadron commanded by Colonel Benjamin O. Davis, Jr., a West Point graduate and destined to be the Air Force's first Black general officer. By 1943, almost 200,000 Blacks were serving in the Army Air Forces. In spite of the actions by Blacks on the battlefield, the services remained segregated, and many of the military leaders fought against any integration within their units. Following the war, Blacks continued to serve in Black units at a limited number of places in the United States.

3.4.6.2. On 26 July 1948, President Truman issued Executive Order 981 that called for equal treatment within the military services without regard to race, color, religion, or national origin. Of all the services, the Air Force was in the best position to respond to President Truman's call because the Air Force had already been studying solutions to the problem of improving military efficiency. The objection of some Air Force leaders was met firmly by the new Secretary of the Air Force, Stuart Symington. Symington told the Air Force generals he expected no one to impede integration and those who didn't agree with the policy should resign. Over the next few years, the Air Force broke up Black units and became the first service to complete desegregation. This program required a great deal of effort and patience on the part of all concerned, but it was the beginning of Air Force policies on equality as we know them today.

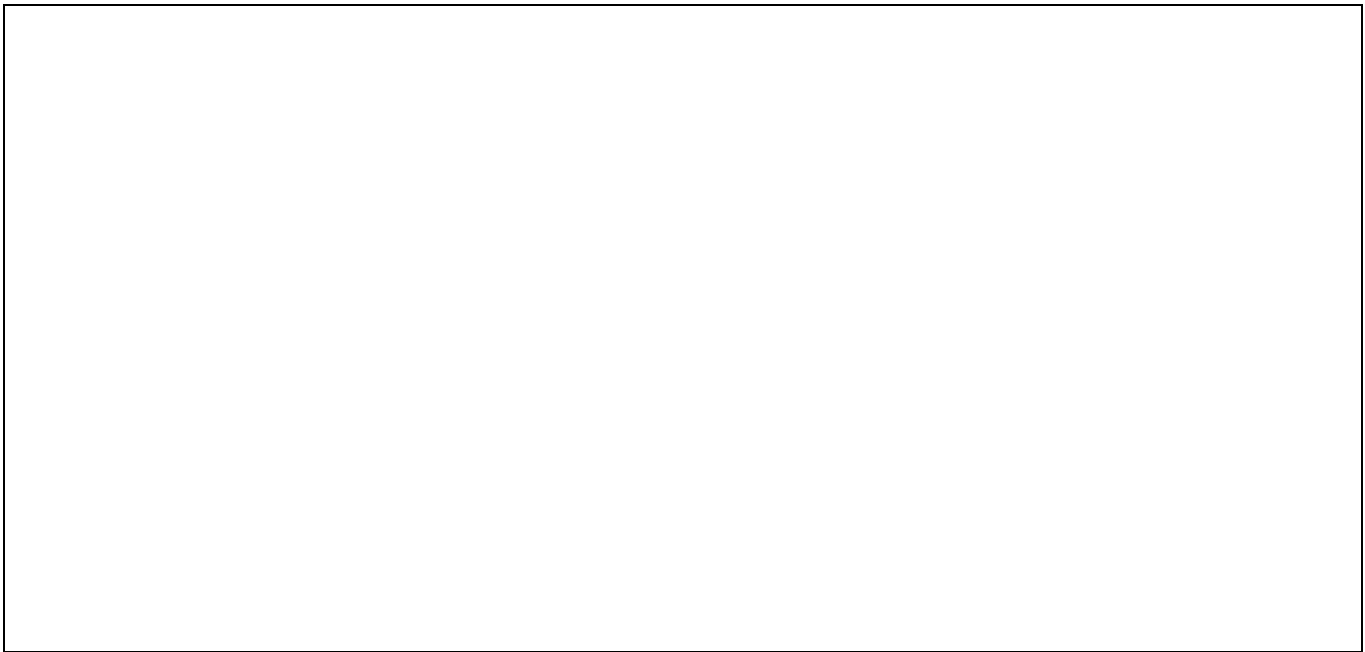
#### **3.5. The Berlin Airlift:**

3.5.1. The victorious Allies of World War II divided Germany into occupation zones: American, French, and British zones in the west and a Soviet zone in the east. Within the Soviet zone lay Berlin, formerly Hitler's capital, also divided into four sectors, and each administered by one of the wartime allies. The only guaranteed means of access to isolated Berlin was by air. The Soviet Union had granted each of the three Western Allies a 20-mile wide air corridor leading from their respective occupation zones to the city; but no such arrangement governed travel by road or rail, that depended upon the continuing cooperation of Soviet authorities.

3.5.2. Scarcely had the war ended when relations between the Western Allies and the Soviet Union began to deteriorate. Eastern Europe came under Soviet domination; as early as 1946, Britain's wartime Prime Minister, Winston Churchill, in a speech in Fulton, Missouri, warned: From Stettin on the Baltic to Trieste in the Adriatic, an iron curtain has descended across the continent. Behind that curtain, Soviet control tightened; a sphere of influence became a ring of satellite states, as happened to Czechoslovakia in February 1948 when a Communist faction seized control of the government. Shortly afterward, the Soviet Union began exerting pressure on the overland routes leading into Berlin, imposing arbitrary restrictions on access, such as temporarily halting coal shipments and, on 24 June, establishing a blockade. Lacking the ground forces to punch through the blockade, the Western Allies had no choice but to rely on airlift if their sectors in Berlin, with a combined populace of some 2,000,000, were to survive. Never before had any nation mounted so ambitious an aerial resupply operation. The Soviet leadership, conditioned by the failure of the German airlift at Stalingrad during the war, could hardly have taken seriously the Allies' prospects for success.

3.5.3. The task of supplying Berlin by air devolved upon the US Air Forces in Europe, commanded by Major General Curtis E. LeMay, who had at his disposal 102 C-47s, each with a cargo capacity of 3 tons, and two of the larger C-54s that could carry 10 tons apiece. He called for reinforcements and entrusted the operation to Brigadier General Joseph Smith. He called it Operation Vittles because they were hauling grub. The first deliveries took place on 26 June 1948, when C47s made 32 flights into Berlin with 80 tons of cargo, mainly powdered milk, flour, and medicine. As the days passed, General Smith increased the use of his C-47s and newly arriving C-54s by dispatching aircraft according to a block system that grouped them according to type, so radar controllers on the ground could deal more easily with strings of aircraft having the same flight characteristics.

3.5.4. Within a month, American officials realized a massive airlift of indefinite duration afforded the only alternative to war or withdrawal. The transports would have to deliver not only food for the populace but also coal to heat their homes during the winter, and bulky bags of coal would cut deeply into the available space within the aircraft (figure 3.11). The airlift would continue after the good flying weather of summer had ended and into winter fog, clouds, rain, and ice. Because so extensive an operation exceeded the capacity of the US Air Forces in Europe, Operation Vittles became the responsibility of the Military Air Transport Service, created on 1 June 1948, by the merger of Air Force and Navy transport units and directed by the Air Force as the



**Figure 3.11. Cargo Being Unloaded from a C-54 During Operation Vittles.**

executive agent of the Secretary of Defense (SECDEF). Chosen to command the Berlin Airlift was Major General William H. Tunner, a veteran of the aerial supply line across the Himalayas, from India to China during World War II.

3.5.5. General Tunner arrived in Germany late in July 1948 and promptly set about speeding up the delivery of cargo, an effort that earned him the nickname Willie the Whip. He established a truly impossible goal--a landing every minute, day or night if the ceiling at the destination was 400 feet or more--and he came close. At times the transport touched down just 3 minutes apart. The transport aircraft entered the air corridor at a prescribed time and altitude, followed the beams from radio ranges to keep on course, and obeyed instructions from ground radar controllers who regulated speed and interval within the aircraft stream. Each pilot in this endless procession had one chance to land; if the weather or some other reason prevented a landing, he had to return to where he took off and reenter the cycle later. On Easter Sunday (17 April 1949), this system delivered 13,000 tons of cargo, including the equivalent of 600 railroad cars of coal. This so-called Easter Parade set a record for a days tonnage during the operation.

3.5.6. The Easter Parade required near perfect teamwork. Fuel and bulk cargo were first loaded on ships in the United States, then sent across the Atlantic, and finally unloaded in Germany. Once there, the fuel and cargo were shipped to one of our airfields: two in the American Zone and two in the British zone. Freight from the American zone went to Tempelhof Airfield and cargo from the British zone went to Gatow Airport,

which was built especially for the aircraft. The transports themselves were flown by crews from the US Air Force and Navy and the Royal Air Force. Initially, the Royal Air Force mounted its own airlift, called Plane Fare. After mid-October 1948, however, a combined airlift task force headquarters melded the British and American efforts.

3.5.7. Maintenance provided the key to sustaining the airlift beyond the summer of 1948. The American transports, eventually numbering 441, compared to 101 British, underwent a periodic check by flightline mechanics after every 20 hours of flying time. After 200 hours, the aircraft received a major inspection. After 1,000 hours, they flew to a depot in the United States for a major overhaul.

3.5.8. The Soviet Union chose not to shut down the aerial corridors into Berlin. Perhaps driving the Western Allies from the city did not seem worth the risk of war to a nation that had endured almost 5 years of bloodshed and destruction in the fight against Hitler's Germany. Soviet forces harassed but did not attack the airlift, though fighter pilots and anti-aircraft gunners occasionally opened fire near the corridors, and searchlights that might temporarily blind a pilot sometimes played upon the aircraft by night. By the spring of 1949, however, harassment had clearly failed.

3.5.9. Results of the Airlift follow:

3.5.9.1. When the Berlin Airlift began, even Assistant Secretary of the Air Force, Cornelius Vanderbilt Whitney, doubted an aerial supply line could sustain the

city and its populace. He was not alone; so ambitious an airlift had never been attempted, let alone prevailed. But succeed it did. On 4 May 1949, Soviet authorities reopened the roads and rail lines to traffic bound for Berlin, but the airlift continued through September, as the Western Allies created a stockpile in the event of a renewed blockade. Between 26 June 1948, and 30 September 1949, the airlift delivered more than 2,300,000 tons of cargo, approximately three-fourths of it in American aircraft. American aircrews made more than 189,000 flights, totaling nearly 600,000 flying hours and more than 92,000,000 miles. The operation cost the lives of 31 Americans.

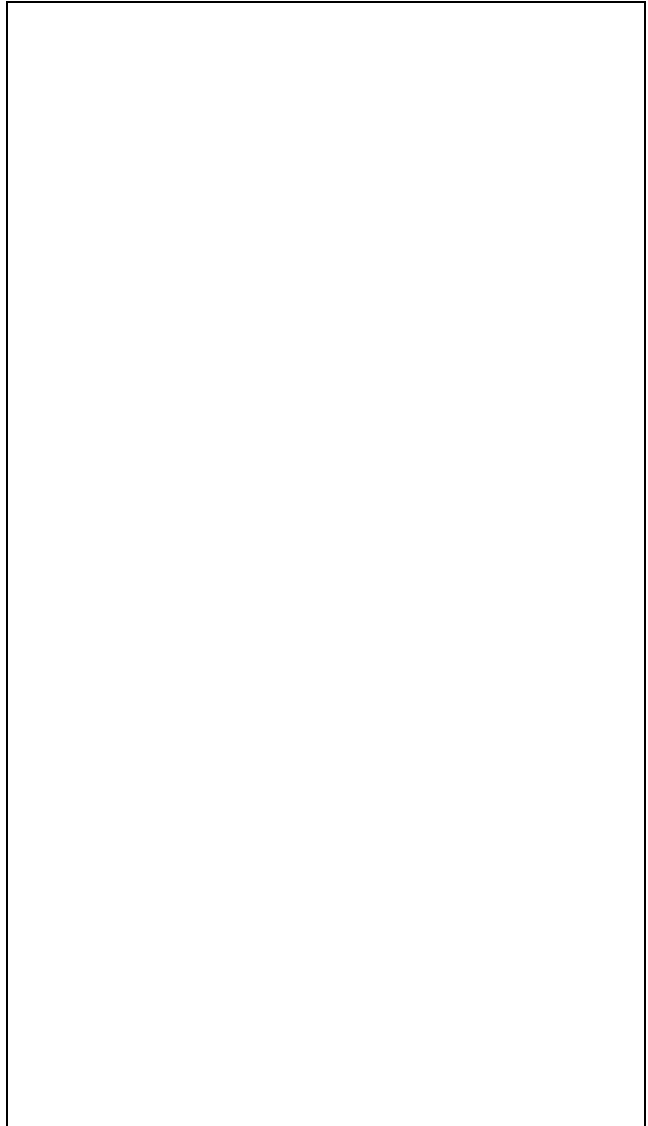
3.5.9.2. Although undertaken because the available ground forces seemed too weak to break the blockade, the airlift became a symbol of strength. The nations of Western Europe, in particular, took heart that the Soviet Union had backed down at Berlin. In short, the Berlin Airlift had scored a nonviolent victory in the developing Cold War between the Soviet Union and the Western democracies. In a narrower sense, Operation Vittles inspired the Air Force to develop larger aircraft capable of handling bulk cargo and delivering a large tonnage per mission. The first such transport was the C-124, which could carry two times the weight of the C-54.

### 3.6. The Korean Conflict:

3.6.1. When Japan agreed to surrender in 1945 (figure 3.10), the United States assumed responsibility for disarming and repatriating the Japanese forces in Korea, south of the 38<sup>th</sup> parallel north latitude, while the Soviet Union assumed the same duties north of that line. Out of this arrangement evolved two nations: the Communist Peoples Democratic Republic of Korea in the north, heavily armed by the Soviet Union, and the American-supported Republic of Korea in the south. Both Koreas entertained ambitions of taking over the entire peninsula. The position of North Korea grew somewhat stronger in 1949, when Communist forces seized control of China. As a result, the North now shared its northern border with two Communist states, China and the Soviet Union. Meanwhile, the United States withdrew its military forces from South Korea, except for a cadre of advisers who handled a military assistance program designed for self-defense and internal security.

3.6.2. On 25 June 1950, North Korean troops, supported by Soviet-supplied tanks and artillery, advanced across the 38<sup>th</sup> parallel, routing the lightly armed South Koreans (figure 3.12). The immediate tasks facing General of the Army Douglas MacArthur's Far East Command and its air component, the Far East Air Forces, were to provide equipment for the embattled South Koreans and to evacuate the American noncombatants caught in the path of the Communist offensive. Fighters and bombers of the

Far East Air Forces contributed to the evacuation by protecting the ships and aircraft carrying the refugees to Japan. While covering the evacuation, First Lieutenant William G. Hudson, the pilot of an F-82 Twin Mustang, scored the first aerial victory of the Korean Conflict, shooting down a Soviet-built fighter.



**Figure 3.12. North Korean Peoples Army Invasion and Exploitation.**

3.6.3. As the invaders drove southward, President Truman approved aerial and naval action and then the use of American ground troops. In the meantime, he sought the help of the United Nations, the international body created as World War II ended. The United States obtained two resolutions from the Security Council, one of them branding North Korea as an aggressor and the other calling upon the members of the United Nations to come to the aid of South Korea. The Soviet delegate might have vetoed these actions, but his nation had chosen to boycott the session to protest the exclusion of

The Peoples Republic of China from the world organization. Consequently, the United States became a dominant figure in a coalition fighting under the flag of the United Nations but under American tactical direction.

3.6.4. The Korean Conflict consisted of four distinct phases. Initially, the Communist army advanced against increasing resistance as it forced the United Nations defenders into the Pusan perimeter in southeasternmost South Korea. In September, however, the second phase began when the North Koreans suffered a complete reversal of fortune when the UN forces landed at Inchon, far beyond the battle line, burst out of the Pusan perimeter, shattered the North Korean army, and pursued the remnants northward. The third phase began when China intervened in force in November 1950, surprising the scattered United Nations armies as they approached North Korea's northern border and driving them back to the vicinity of the 38<sup>th</sup> parallel. Finally, the fourth phase was a stalemate, during which neither side would risk vast casualties in an attempt to gain a complete victory. Truce talks began in July 1951, but the fighting continued until July 1953, when the negotiations at last bore fruit and the conflict ended in a cease-fire agreement.

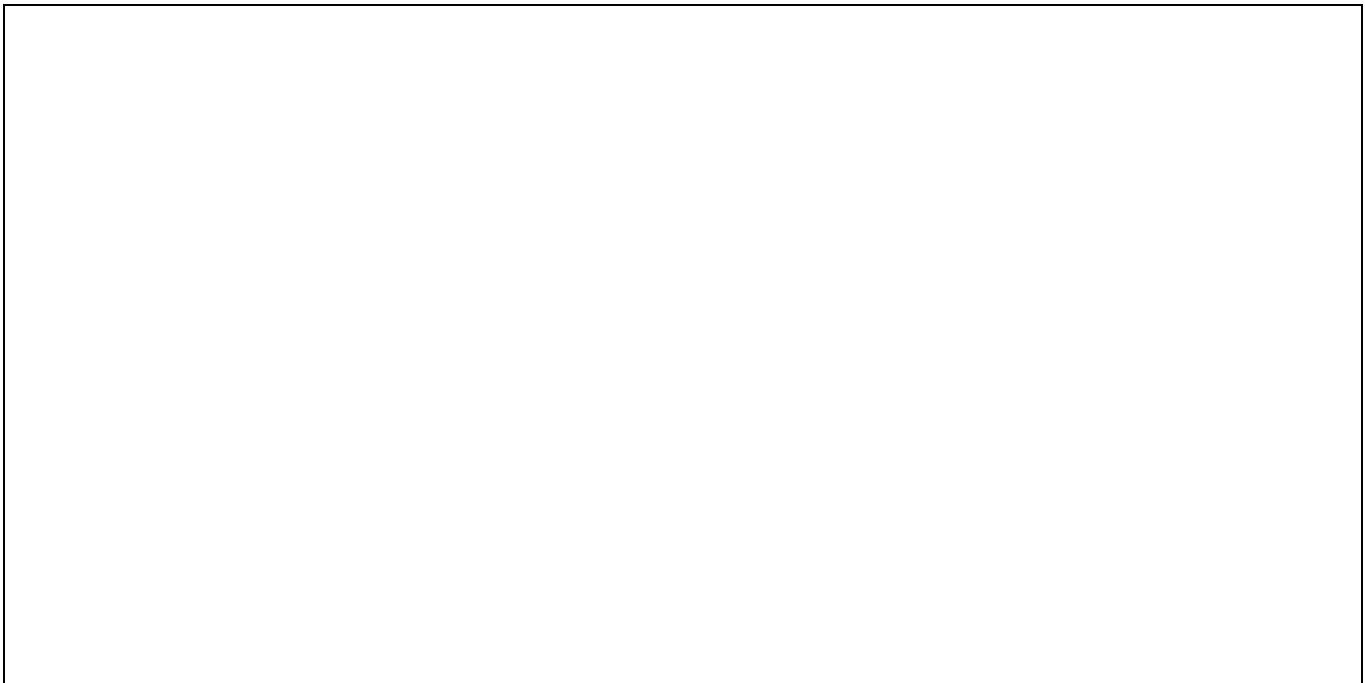
3.6.5. The Truman administration assigned a lesser priority to the fight for Korea than to the protection of Western Europe against a possible attack by the Soviet Union and its satellite states. Air Force Chief of Staff, General Hoyt S. Vandenberg, endorsed this policy when he warned against wasting strategic bombers in attacking North Korea or China, since losses in the Far East might so weaken the deterrent force that it could no longer discourage the Soviets from advancing toward the English Channel. As Truman intended, the fighting remained confined to the Korean peninsula, and SAC supplied the Far East Air Forces Bomber Command with a few groups of B-29s that were not part of the nuclear strike force. The B-29s not only bombed centers of government, military installations, and such industry as North Korea had but also attacked the transportation network and, in emergencies, troops on the battlefield. During the Korean fighting, the Far East Air Forces maintained control of the air--as its F-86s bested Soviet-built MiG-15 fighters in MiG Alley over northwestern North Korea--conducted interdiction strikes on supply lines, briefly attacked the dams that irrigated North Korea's rice crops, and flew missions in close support of UN ground forces.

3.6.6. The 5<sup>th</sup> Air Force, the largest component of the Far East Air Forces, rapidly improved the effectiveness of the tactical air-control parties that directed air strikes in support of the ground forces. Initially, the usefulness of

the strike controllers suffered because of their dependence upon bulky jeep-mounted radios. Until the battle lines stabilized in the final phase and suitable observation posts were established, the controllers were tied to their jeeps and the jeeps to a primitive road net that clung to the streams and valleys. Observation from the low ground was impossible, but the party that managed to coax its jeep to the skyline could be seen by the enemy and fired upon. The solution lay in airborne controllers, the Mosquitoes (both the airborne controller and their planes were called Mosquitoes). Usually flying T-6 trainers (figure 3.13) that were fast enough to escape fire from the ground and sufficiently maneuverable to dodge in and out among the ridges and valleys, the Mosquitoes provided a communication link between the troops on the ground and the supporting aircraft, locating and marking targets and directing strikes against them. By the time the fighting ended, every tactical fighter approaching the battlefield had to check in with an airborne controller who assigned targets based on the needs of the troops on the ground, the bombs carried by the aircraft, its remaining fuel, and the distance back to its base.

3.6.7. The Mosquito formed one element in a close air-support network that extended from a tactical air-control party on the ground with the front-line unit, through the division and corps headquarters, to an Air Force tactical air control center and an Army joint operations center operating side by side, to the Air Force unit launching the strike and the radar-equipped tactical air direction center that would guide the fighters to the battlefield. Normally, the Tactical Air Direction Center would hand the aircraft over to the airborne controller; but, in bad weather or at night, it could use its radar to control the bombing of area targets well away from friendly troops.

3.6.8. The aircraft that reported to the Mosquito might be from Air Force, Marine Corps, or Navy squadrons. From the outset, the Far East Air Forces and the 5<sup>th</sup> Air Force had encountered difficulty in coordinating air operations by the various services. Early in July, for example, the Far East Air Forces Bomber Command had to cancel a B-29 raid when it discovered, on the eve of the attack, that carrier-based aircraft were to hit the same target on the same day. To prevent further misunderstandings, MacArthur's headquarters decreed that when Air Force and Navy aircraft were assigned missions in Korea, the Commanding General, Far East Air Forces, would exercise coordination control. The directive, however, failed to define coordination control, and the two services went their separate ways until January 1953 when a new UN commander, General Mark W. Clark, addressed the problem. Instead of providing a definition, Clark appointed the Commanding



**Figure 3.13. T-6 Mosquito.**

General, Far East Air Forces, General Otto P. Weyland, as coordinating agent and left the details of the job to the Air Force general who managed to persuade the Navy to participate in the joint planning of the air war. In relations with the Navy, coordination control came to mean persuasion and cooperation.

3.6.9. In the meantime, Marine Corps aircraft had arrived in the Far East in the summer of 1950, at first operating from escort carriers and then moving ashore. During the pursuit of the defeated North Korean army, MacArthur divided his forces, sending a mixed force of soldiers and marines to land on the east coast, while the rest of his forces continued their advance. At Weyland's suggestion, MacArthur assigned the Marine Aircraft Wing to support the troops landing in the east, placing it under the coordination control of the 5<sup>th</sup> Air Force. According to Lt General Earle E. Partridge, commander of the 5<sup>th</sup> Air Force, coordination control required that his headquarters compile a single daily operations order that included the activities of the Marine squadrons. A lack of reliable communications, the time required to prepare such an order, and an increasingly ominous situation on the east coast, where signs were appearing of the Chinese attack that would convert advance into retreat, combined to prevent Partridge from following through on his interpretation of coordination control. When the marines rejoined the main body of the UN's forces, it became apparent that Marine Corps aviation formed a critical part of the firepower available to

marines on the ground. In actual practice, coordination control of the Marine Aircraft Wing meant that the marines made their surplus sorties available for the 5<sup>th</sup> Air Force to use as required by the overall tactical situation.

3.6.10. Aftermath of the Korean Conflict follows:

3.6.10.1. With the end of the fighting in Korea, President Eisenhower, who had taken office in January 1953, called for a New Look at national defense. The result of this reexamination was a greater reliance on nuclear weapons and air power to deter war. Instead of maintaining the large Army and Navy that had fought the Korean Conflict, the Eisenhower administration chose to invest in the Air Force, especially the Strategic Air Command (SAC). Nuclear deterrence would prevent war at an acceptable cost, thus providing security with solvency.

3.6.10.2. In choosing this New Look, deterrence-oriented military policy, Eisenhower challenged the Air Force to make it work, and the Air Force stood ready. Since taking over the SAC in 1948, General LeMay had converted it from a training organization to a combat force immediately ready to retaliate against an aggressor. LeMay's arsenal included the B-36, a true intercontinental bomber, and the jetpowered B-47, which was about to begin replacing the elderly B-29s and B-50s. Soon to enter service was the B-52, a jet, with the speed of the B-47 and the range and carrying capacity of the B-36. A ring of oversea air bases from Greenland to

North Africa projected American nuclear might to within striking distance of the Soviet heartland. However, studies had revealed the vulnerability of bomber bases, so SAC chose to rely instead on aerial tankers, refueling its shorter range bombers en route to the potential target and having them land at one of the overseas bases after dropping their bombs. The nations reliance on the SAC bombers to prevent war through the threat of nuclear devastation served to justify the organizations motto: Peace Is Our Profession.

3.6.10.3. Clearly, SAC was dominant within the Air Force. After acquiring the B-47, SAC replaced Air Training Command in training its crews on this new aircraft. The ADC used the defense of the bomber bases to help justify its radar picket line and interceptors. The Air Materiel Command instituted its own airline to deliver critically needed spare parts to units of SAC. Moreover, TAC took advantage of the development of compact nuclear weapons to claim for its fighter-bombers the mission of nuclear interdiction. The tactical nuclear forces also included the composite air strike forces (CASF) of fighter-bombers, transports, and reconnaissance and weather craft that could promptly deploy anywhere in the world to deal with conflicts not requiring the overwhelming destructive power of SAC. Enthusiastic supporters of the CASF believed these organizations could deter limited wars just as effectively as the SAC bomber squadrons deterred an all-out war.

3.6.10.4. This emphasis on deterrence had an effect upon the men and women of the Air Force. To be credible, the deterrent had to be instantly ready; and, in an age of complicated weapons, readiness required a stable force. Somehow those who flew and maintained the aircraft, often serving long hours at remote locations, had to receive compensation that would keep them in the service. SAC obtained approval to grant temporary promotions to outstanding pilots and crewmembers. Premium pay for certain needed skills became a matter of policy in all of the services, and the Air Force worked to improve housing and medical care, especially for junior officers, noncommissioned officers, and their families. An airman did not need to serve in SAC to experience the indirect benefits of the New Look and the policy of deterrence.

3.6.10.5. Unfortunately, the threat of nuclear retaliation could not deter every kind of war. Since both the United States and the Soviet Union had large numbers of nuclear weapons, neither could resort to using them without expecting damage in return. As the stockpiles increased, so too would the certainty and severity of this damage, and both nations would become wary of risking a crippling counterattack by making a nuclear response to any but the deadliest provocation. The threat of nuclear war might thus form an umbrella beneath which nations

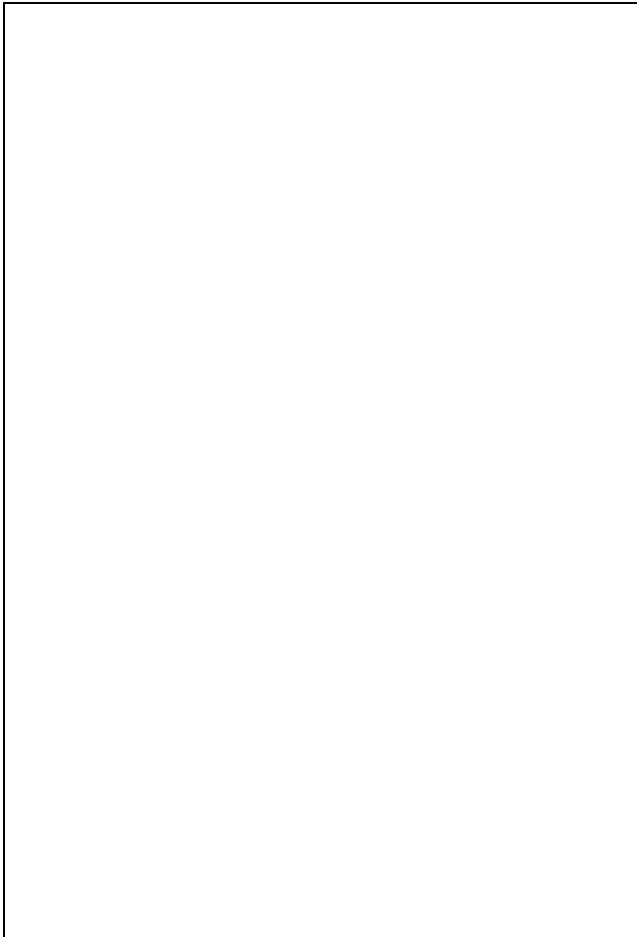
could test each other using conventional weapons for limited objectives. In addition, recent events had demonstrated that nuclear weapons were not appropriate to every crisis. In 1958, for example, when civil war threatened the future of Lebanon, TAC had dispatched a CASF trained to drop nuclear-weapons to nearby Turkey. The atomic bomb, however, had no place in solving what was essentially a political crisis--marines and soldiers maintained order until the Lebanese factions could agree to continue sharing power. Although the leadership of the Air Force continued to back deterrence, the Army was attempting to call attention to the likelihood of limited wars.

3.6.10.6. As the Eisenhower years ended, the Air Force stood at the threshold of change. Maxwell D. Taylor, the former Army Chief of Staff, argued the case for limited war to an increasingly receptive audience. The intercontinental ballistic missile, yet a complicated and often balky weapon, was entering service and promised someday to threaten the primacy of the bomber. Moreover, a crisis was developing in Southeast Asia that would provide a battleground for limited war and cast the strategic bomber in an unexpected role.

### **3.7. The Vietnam Era:**

3.7.1. In 1954, forces of the Vietnam Independence League, the Viet Minh, climaxed almost a decade of fighting by defeating a French expeditionary force at Dien Bien Phu in northern Vietnam. As that final battle drew to an end, an international conference met at Geneva, Switzerland, to redraw the map of Southeast Asia in acknowledgment of the failure of French colonialism. The settlement resulted in a divided Vietnam (figure 3.14): North of a demilitarized zone along the 17<sup>th</sup> parallel North latitude, there emerged a Communist state headed by Ho Chi Minh; while south of the line, the French supported a puppet regime. The Geneva Conference looked upon the creation of the two states (North Vietnam and South Vietnam) as a temporary expedient. They hoped elections (at some unspecified date in the near future) would result in unification. Within a year, however, the United States had taken over responsibility for supporting South Vietnam, and Ngo Dinh Diem became that nations first president in 1955. With American backing, Diem refused to participate in any Vietnam-wide elections, charging that free choice was impossible in the Communist North.

3.7.2. By the time John F. Kennedy became President of the United States in January 1961, the North was infiltrating troops and supplies into South Vietnam over the route that came to be known as the Ho Chi Minh Trail. The North was taking advantage of discontent with Diems rule and preparing to unify the two Vietnams by force. At the same time, a Communist faction sought to



**Figure 3.14. Map of Southeast Asia.**

gain control in neighboring Laos. President Eisenhower, concerned about the fate of Laos, warned his successor that American military intervention might prove necessary. When Kennedy examined Laos, however, he saw only weakness and a tangle of contending factions and families. He decided instead to concentrate on saving South Vietnam from communism. Diem, after more than 5 years as president, presented the appearance of strength, stability, and competence, but all of this was an illusion. Under increasing pressure from the North Vietnamese and Viet Cong (the Communist-supported guerrillas in the South), Diem could neither take advantage of increasing American aid nor hold in check those in his armed forces who would destroy him. In 1963, a group of dissatisfied generals staged a coup, murdered Diem, and formed a new government that proved no more effective than the one it replaced.

3.7.3. The political turmoil that followed Diem's death and the continuing inefficiency of the South Vietnamese armed forces soon put an end to the first period of American involvement: the advisory years. Initially, the United States hoped to train and equip South Vietnamese forces to defend against an incursion from the North.

When Ho Chi Minh decided to rely on Viet Cong guerrillas to advance the Communist cause, the United States responded with counterinsurgency training by Army Special Forces and Air Force Air Commandos. During these early years, the Air Force provided mobility for the South Vietnamese, trained them to carry out strikes in support of the war on the ground, and undertook a program of aerial spraying to defoliate forests that concealed the Viet Cong. When air operations intensified, American airmen began flying combat missions, although they were still described officially as mere advisors. As time passed, this pretense was abandoned.

3.7.4. In the summer of 1964, as a show of force, 36 B-57s arrived at Bien Hoa airfield. Since the aircraft served mainly as a symbol of the power the United States could bring to bear against the Communists, half of them returned to the Philippines; but, on 1 November, mortar fire destroyed 5 of the jet bombers that had remained in South Vietnam and damaged the other 13. President Lyndon B. Johnson, who had succeeded to office after Kennedy's assassination, faced his first Presidential election within the week and decided not to respond to the attack on Bien Hoa.

3.7.5. The shelling of Bien Hoa airfield, however, was just one manifestation of a rapidly worsening military situation. The advisory effort had obviously failed. North Vietnamese troops, having traversed the Ho Chi Minh Trail through the jungles of southern Laos, gathered in western South Vietnam for an offensive that could cut the country in half. At this critical juncture, on 7 February 1965, an attack on the American installation at Pleiku provided the justification for increasing American participation, that exerted pressure directly against North Vietnam; and, within a matter of months, the Americans took over the war from the South Vietnamese.

3.7.6. The following paragraphs cover American strategy used in Vietnam:

3.7.6.1. American strategy was initially aimed at training and equipping the South Vietnamese to defend themselves; it was later called Americanizing the war (taking the war away from the South Vietnamese) and then Vietnamization (turning it back to a greatly strengthened South Vietnam so that American forces could withdraw). The Americanization of the war began in February and March of 1965 with the launching of a systematic air campaign against North Vietnam and the landing of marines in South Vietnam, followed in May by the first large Army contingent. The buildup of forces continued until more than a half-million Americans served in South Vietnam. On the ground, the United States fought a battle of attrition, seeking to inflict

casualties that would convince the North Vietnamese that the attempted conquest of the south was too costly to pursue. American success in the ground campaign depended upon mobility and firepower.

3.7.6.2. Since American aircraft maintained unchallenged control of the skies over South Vietnam, air support proved readily available for friendly troops. To supplement the deadly work of the fighter bombers, the Air Force developed the gunship, a transport fitted with side-firing weapons that could circle a target and scourge it with fire. Early versions used .30-caliber machineguns and flares to help defend besieged outposts by night, but the later versions mounted 40mm and even 105mm cannon, carried a wide variety of sensors, and proved especially effective at nighttime interdiction. B-52s, modified to carry up to 27 tons of bombs, regularly dropped high explosives on massed enemy troops and also attacked supply dumps and other logistical targets.

3.7.6.3. Like the ground forces in Korea, the troops in Vietnam benefited from a formal network for requesting air strikes: The network extended from the tactical air-control party in the front lines up to the authority to launch or divert aircraft. Instead of the Mosquito (the airborne controller) in his T-6, a forward air controller directed the actual strike; he might use a light liaison plane, a jet fighter, or the new OV-10 counterinsurgency aircraft. The new arrangement differed from the old mainly in that the senior Air Force general, beginning in the spring of 1968, served as single manager for both Marine Corps and Air Force tactical aviation. The likelihood that Marine and Air Force pilots would operate in close proximity, supporting the same unit or attacking the same target, served to justify the preparation of a single operations order listing all of the day's missions. In actual practice, however, the Air Force single manager soon began turning back blocks of sorties to the marines to use as they saw fit.

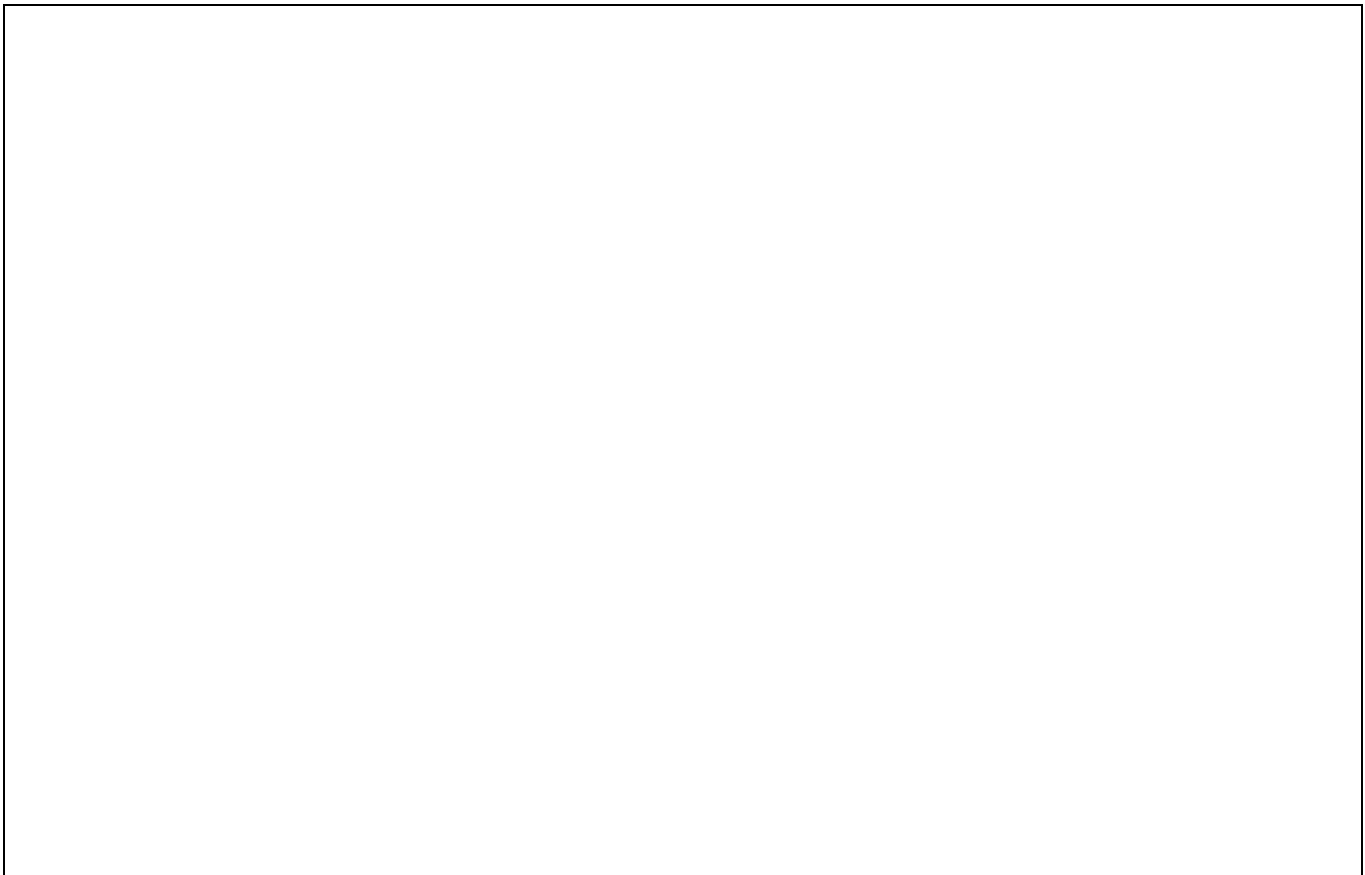
3.7.6.4. The attack on Pleiku triggered a flurry of air strikes against North Vietnam. Operation Flaming Dart, which foreshadowed Operation Rolling Thunder, was a frequently interrupted bombing campaign that began on 24 February 1965 and lasted more than 3 years. Rolling Thunder in a sense complemented the ground war, since the air campaign also sought to persuade North Vietnam to abandon the conquest of the south. Rolling Thunder had the advantage of inflicting pain directly on North Vietnam; but, in doing so, its airmen faced increasingly deadly defenses, directed by radar and including missiles and anti-aircraft guns as well as interceptors. Moreover, the Johnson administration imposed strict limits on the targets that could be attacked, for China and the Soviet Union were seen as defenders of communism who might intervene in the war if North Vietnam faced defeat.

Consequently, air power tried to punish the north without provoking the two nations believed to be its protectors.

3.7.6.5. The combination of strong defenses and restrictions on targets ensured Rolling Thunder would accomplish little at a sobering cost in lives and aircraft. The Secretary of Defense, Robert S. McNamara, decided its results were not worth the price and proposed shifting the air war to what was at the time a softer target: the Ho Chi Minh Trail. He began work on a vast barrier to North Vietnamese infiltration that would stretch from the seacoast to the jungles of southern Laos. The only segment completed as planned was an air-supported element across the Ho Chi Minh Trail. There, sensors planted by aircraft reported enemy movement to a surveillance center that forwarded the information to an airborne battlefield command and control center, a converted C-130, which then called for air strikes. The surveillance network had barely begun operating when the nature of the war suddenly changed.

3.7.6.6. The Tet offensive, which began on 1 February 1968, struck cities, towns, and installations throughout Vietnam and shook the confidence of the American people and their leaders, who in general had come to believe steady progress was being made. Popular support for the war, which had begun to decline as the fighting dragged on, plummeted still further. The Johnson administration now intended to get North Vietnam to end the war through diplomacy rather than direct military action. To persuade the North Vietnamese to negotiate, President Johnson restricted the bombing of North Vietnam to the southern part of the country on 31 March, in effect, bringing Rolling Thunder to an end. Preliminary discussions began in Paris in May but bogged down over trivial issues. In November, Johnson made another concession, ending the bombing throughout the north, and serious negotiations began in January 1969. The Paris talks accomplished nothing, however, until Henry Kissinger (United States) and Le Duc Tho (North Vietnam) ignored the established forum and began secret negotiations.

3.7.6.7. Upon assuming office in January 1969, President Richard M. Nixon embraced the policy, outlined in the final months of the Johnson administration, of turning the war back to a vastly improved South Vietnamese military establishment and withdrawing American troops. Nixon's policy of Vietnamization called for reducing American strength even as the South Vietnamese were receiving their new weapons and undergoing training. Every major action conducted during the Nixon Presidency was designed to further the process of Vietnamization. For example, to forestall a North Vietnamese offensive, he continued the aerial interdiction of the Ho Chi Minh Trail, authorized the secret bombing of bases in Cambodia, and followed



**Figure 3.15. B-52 Dropping Bombs on North Vietnam.**

up in 1970 with an assault by ground forces. In 1971, he approved a South Vietnamese attack into southern Laos that was designed to disrupt traffic on the Ho Chi Minh Trail.

3.7.6.8. The invasion did come, but not until 30 March 1972, delayed perhaps by these preemptive operations. The American combat troops still in South Vietnam consisted mainly of artillerymen, but the President made no move to reinforce them. Instead, he rushed additional air power to Southeast Asia and renewed the bombing of the North. Circumstances gave Nixon a greater freedom to wage war than his predecessor had enjoyed. China and the Soviet Union were now rivals: their troops had even briefly clashed along their common border. Neither wished to alienate the United States for fear of benefiting the other. As a result, Nixon did what Johnson had been urged to do and mined the harbors of North Vietnam. As a new air campaign, Linebacker attacked targets like the rail line leading from China that had generally been avoided during Rolling Thunder.

3.7.6.9. As the North Vietnamese troops advanced, they had to rely on a few extended supply routes that were vulnerable to air attack. As air power hacked at these supply lines, the enemy stalled before certain centers of

resistance like Kontum and An Loc, where Air Force transports parachuted supplies to the defenders, gunships armed with cannon and fighter-bombers attacked enemy armor, and B-52s battered the advancing infantry. By the end of June, the enemy had been stopped, enabling the last American combat troops to depart from South Vietnam in August. During September, South Vietnamese forces, assisted by American air power, regained the city of Quang Tri, overrun by the North Vietnamese in May. The Air Force had played a key role in saving South Vietnam.

3.7.6.10. On the basis of the talks in Paris, Henry Kissinger announced in October that peace was at hand. The armed forces of North Vietnam had taken a terrible pounding during the spring and summer and, if nothing else, needed time to regroup. The President was so encouraged that he limited the bombing to southern North Vietnam. North Vietnam balked, however, and American air power returned to the northern part of the country, including the capital, Hanoi, and the major port, Haiphong. Between 19 and 30 December 1972, B-52s dropped 15,000 tons of bombs on targets in and around these cities (figure 3.15). These missions required flak and fighter suppression strikes by Air Force F-111s and Navy aircraft, other escorts to drop radar-reflecting chaff and to reinforce the electronic jamming from equipment

in the bombers, and fighter cover to deal with any North Vietnamese interceptors that had managed to avoid the suppression strikes.

3.7.6.11. The B-52 had its own defense against fighters: four 50-caliber machineguns. On 18 December, the first night of the campaign, Sgt Samuel O. Turner became the first B-52 gunner ever to shoot down an enemy interceptor; an accomplishment that earned him the Silver Star. Another gunner, A1C Albert E. Moore, also shot down a North Vietnamese aircraft.

3.7.6.12. Those Americans held in North Vietnam as prisoners of war took heart from the heavy bombing during Linebacker II, and they reported that the deluge of high explosive demoralized their captors. These final attacks may well have prodded the North Vietnamese government into resuming negotiations, but they resulted in no new concessions. The settlement agreed upon in January 1973 ended hostilities and freed the Americans held captive but left Communist forces in control of large areas of South Vietnam, and their supply lines to the North intact.

### **3.8. The Post-Vietnam Era:**

3.8.1. In the aftermath of Vietnam, the Air Force and the other services turned their attention to the defense of Western Europe. This was because the Soviet military continued to pose a real threat to that region. In addition, members of the military wanted to put the bitter experience of Vietnam behind them. The study of counterinsurgency operations and of limited war went out of vogue in the 1970's. Only a growing awareness of the potential threat to US interests in Latin America, the Middle East, and Southwest Asia caused the services to look again beyond Europe. The creation of the Rapid Deployment Joint Task Force in the early 1980's, replaced by US Central Command in 1983, demonstrated renewed interest by the US military in preparing and planning for limited conventional warfare. As military people, we cannot afford to ignore what the past has to teach us. Because we have found limited war and counterinsurgency distasteful, this does not mean these types of conflict have vanished.

3.8.2. Vietnam affected the military in many ways. On the negative side, morale and discipline problems became serious in the later stages of the war. The relationship between the military and American society dropped to new lows. Many Americans blamed the military for US involvement, for the "immoral" conduct of the war, and for the inability to achieve a clear victory.

3.8.3. Reactions to the Vietnam experience within the Armed Forces tended to fall into two categories. Frustrated by the restraints placed upon military

operations, many military people blamed politicians for the failure to achieve either a military or political victory. The second reaction was closely related to the first: an ostrich-like tendency to forget about Vietnam, to pretend that it was an aberration that would never happen again. The assumption that there would be no more Vietnams was nowhere stronger than in the military services.

3.8.4. On the positive side, the Vietnam experience made possible the development of advanced weapons systems and other technological devices. Vietnam also provided the testing ground for these new devices and tactics for using them. Of more importance, despite all the negative factors, the American military did what its civilian leaders asked. Even through the haze of second-guessing associated with being on the "losing" side, one should keep in mind that the war was not lost because of US military inadequacies. Within the framework of political restrictions, often levied against their best judgment, the Armed Forces functioned effectively.

3.8.5. For the Air Force, the end of conflict provided an opportunity to turn to new tasks with the benefit of experiences gained in Vietnam. As its units withdrew from Vietnam and Southeast Asia, the Air Force began to modernize its forces and to develop a smaller, more flexible force structure. The Air Force had the same job as before--providing national security--but it had to fulfill its mission under a set of conditions far different from the previous decade.

3.8.6. The world in which the Air Force functioned after Vietnam remained unstable. In fact, turmoil seemed the only constant. The war had shaken much of the US public's faith in its military and civilian leadership. Long-range military planning from the mid-1970's to the mid-1980's was difficult because the United States had four different presidents with differing approaches to national security policy. Although President Nixon succeeded in withdrawing US forces from Vietnam, he failed to achieve public reconciliation; and Watergate led to his resignation. While President Gerald Ford attempted to restore confidence in the national leadership, his efforts to take strong action to counter growing Soviet and Cuban influence in Africa were blocked by Congress. Beginning in 1977, President Jimmy Carter shifted his administration's emphasis to human rights in international policies. Unfortunately, the public's opinion of the Armed Forces took a downturn when, in April 1980, President Carter ordered an attempt to rescue American hostages held in Iran. The resulting failure cost the lives of eight servicemen.

3.8.7. From the Nixon through the Carter administrations, the prevailing theme was realistic deterrence. However, with President Ronald W. Reagan in 1981, emphasis shifted to increased military capability

and credibility. While maintaining his predecessors strategy of maintaining a creditable force to respond to aggression, a renewed buildup of strategic forces evolved. Further, President Reagan demonstrated the resolve of the United States to combat both communism and terrorism by ordering the liberation of the Caribbean Island of Grenada from a Communist takeover in October 1983 and by using Air Force F-111 aircraft and Navy A-6s to carry out an air strike on Libya in April 1986. With increased funding levels, the Air Force had been able to update its equipment enough to carry out its mission. Perhaps more importantly, public support for military preparedness continued to grow.

3.8.9. During the post-Vietnam era, personnel programs developed as follows:

3.8.9.1. Congressionally mandated reductions in year-end strength caused the total number of Air Force personnel to fall from 904,759 in 1976 to 557,969 in 1980--the lowest since before the Korean Conflict. As stated by Air Force Secretary John L. McLucas in 1974, the Air Force was getting better, not bigger. As if to prove his point, the educational quality of personnel increased. While 92.6 percent of enlisted personnel in 1975 were high school graduates or above, 99.8 percent of the enlisted corps held this distinction in 1985. Further, the percentage of officers holding postgraduate degrees increased from 25.6 in 1975 to 38.6 in 1985. Meanwhile, personnel strength slowly increased to 608,199 by 1986.

3.8.9.2. During this period, Congress and the Armed Services, in particular the Air Force, responded to the introduction of the all-volunteer force by enhancing the quality of life of its members. Additionally, the Air Force steadily expanded opportunities for women throughout the period. In 1975, women comprised only 5.5 percent of the force; 10 years later, this figure was 11.6, while the number of Blacks and other minorities increased from 13.7 to 18.3 percent.

3.8.10. Several of the equipment programs developed during the post-Vietnam era were as follows:

3.8.10.1. The Air Force continued research and development on new weapon systems, even while heavily engaged in combat in Vietnam. Consequently, the Air Force began to modernize its forces following the war.

3.8.10.2. To maintain the credibility of its nuclear deterrent forces, the United States acted to modernize all three elements of its strategic triad--manned bombers, land-based intercontinental ballistic missiles (ICBM), and submarine-launched ballistic missiles. The first two elements of the triad were the responsibility of the Air Force.

3.8.10.3. The Air Force planned to modernize Sac's bomber fleet by eventually attaining a mix of the advanced B-1 bombers and the old B-52s equipped with air-launched cruise missiles. Air Force plans were altered drastically when President Carter canceled the B-1 program. However, President Reagan later revitalized the program and authorized the production of the B-1B. The first B-1B was delivered to SAC in June 1985, and became an integral component of Sac's bomber force. A few years later, the first prototype of the Advanced Technology Bomber or "B-2," was rolled out at Palmdale, California.

3.8.10.4. The Air Force did not neglect to make improvements in land-based ICBMs. Among the new projects were research and development of the Peacekeeper (MX) missile. The performance of these initial 50 Peacekeeper missile deployments surpassed even SAC's high expectations.

3.8.10.5. As a result of progress in missile and satellite development, the US attitude toward deterrence gradually changed from a combination of strategic "offense and warning" to strategic "offense and defense." The Air Force had become the DoD manager for the development of most military space systems in 1961. In looking ahead, Air Force leaders realized that space could be the best place for accomplishing certain defense missions. Thus, in September 1982, the Air Force established the Air Force Space Command to ensure sound development of space strategies and operational concepts.

3.8.10.6. Through the use of space systems, the United States could give its military forces improved communications, more accurate navigational assistance, better weather information, and more reliable early warning of an attack. Among space systems under development for military purposes were the Air Force Satellite Communications System, which would connect aircraft, command and control centers, and missile-launch centers; the Navstar Global Positioning System for precision navigation of aircraft and ships; and the Satellite Early Warning System.

3.8.10.7. Also, the Air Force modernized its tactical forces by introducing new aircraft and improving older equipment. Leading the way was the F-15 Eagle, considered to be the world's best air superiority fighter. Subsequent modifications, such as the F-15E, provided a dual-capable fighter for all-weather air-to-air and deep interdiction missions. While the A-10 Thunderbolt II was specifically designed for close air support, the multipurpose F-16 Fighting Falcon was developed to replace F-4 Phantoms in the active force and to modernize the Air Reserve Forces. Another new aircraft in the Air Force inventory was the F-117A stealth

fighter. The Air Force first used the F-117A in Operation Just Cause on 20 December 1989, when US forces attacked and defeated Panamanian Defense Forces. Finally, the E-3A Sentry provided an Airborne Warning and Control System (AWACS) by placing the most advanced electronic equipment on a modified Boeing 707. The AWACS aircraft gave commanders information on the big picture of a potential threat by looking deep into an opponents airspace.

3.8.10.8. Improvements to Military Airlift Command's airlift fleet included stretching the C-141 Starlifter while adding inflight refueling capabilities to it and the C5 Galaxy. Meanwhile, the C-17 is being developed to eventually replace the C-141 and augment the C-130 Hercules, in providing intratheater and intertheater airlift directly to small airfields in potential combat areas. Long-range refueling capabilities also improved with the procurement of SAC's KC-10 Extender.

**3.9. Desert Shield--Desert Storm.** In August 1990, the United States sent its finest citizens to the tiny country of Kuwait in the defense of freedom. For months, Americans watched and wondered what the outcome would be--whether aggression would go unchecked, whether the military services could adequately fulfill the tasks for which they had prepared. Then came the violence of Desert Storm that, true to its name, broke suddenly and furiously, as the combined power of American and coalition forces decisively defeated Iraqi forces, liberating Kuwait. Victory was ours because the nations political and military leadership worked together to ensure America had the best-equipped, the best-led, the best-trained, and the best-motivated military forces in the world. It is a lesson never to be forgotten.

### **3.10. Desert Shield--Background to Conflict:**

#### **3.10.1. Iraq--The Rise of a Rogue State:**

3.10.1.1. Coveting Kuwait for many years, Iraq had tried several times before to seize its southern neighbor, but without success. Then, in the summer of 1990, Iraq determined again to grab Kuwait, a nation that had an air force but one-twenty-fifth the size of Iraq's and an army even smaller than its larger neighbor. Over the summer, the Saddam regime made increasingly bellicose pronouncements concerning the Middle East and the United States. In July, Saddam Hussein dismissed Americas concern, disparagingly remarking that "*Yours is a society that cannot accept 10,000 dead in one battle.*" A week later, on the morning of 2 August 1990, Iraq invaded Kuwait. The fight ended quickly; Kuwait's tiny air force and army could not save their country. Forebodingly, Saudi Arabia was likely Saddam's next target.

3.10.1.2. This was very serious, not just to the Saudis but the entire Middle East because between 1980 and 1990, Iraq had built the most formidable military force in the region. By 1990, the Iraqi Air Force (IQAF), a balanced, robust force manned by combat-experienced airmen, constituted the sixth largest air force in the world. It consisted of some 40,000 men and about 750 fighter, bomber, and armed trainer aircraft, supported by another 400 miscellaneous types. It operated from 24 main operating bases and 30 dispersal fields. Iraq's air force included the modern MiG-29 interceptor and air superiority fighter, the MiG-27 strike fighter/fighter-bomber, the MiG-25 interceptor, the MiG-21 (and its Chinese copy, the J-7) fighter, the Sukhoi Su-25 ground attack aircraft, the Sukhoi Su-24 strike aircraft, the Sukhoi Su-7, -20, and -22 family of fighter-bombers, and the Tupolev Tu-16 (and its Chinese version, the H-6) and Tu-22 bombers. The best Iraqi pilots flew the French Mirage F-1 fighter. Iraqi Air Force aircraft carried a variety of Soviet and European missiles and bombs.

3.10.1.3. Iraq's air defense network was a strongly internetted, redundant, and "layered" system blending radar, hardened facilities, surface-to-air missiles (SAM), interceptors, and anti-aircraft artillery. By the summer of 1990, Iraq possessed 16,000 radar-guided and heat-seeking SAMs, including Soviet missiles ranging from the SA-2 through the SA-16, the Franco-German Roland, and more than 7,000 anti-aircraft guns. On the eve of the war, the Baghdad defenses were denser than the most heavily-defended Eastern European target at the height of the Cold War, and seven times as dense as Hanoi's defenses before Linebacker II in 1972.

3.10.1.4. Iraq's ground forces were equally impressive. Its 950,000 troops (of which many were combat-hardened during the Iran-Iraq War) were organized into approximately 60 regular divisions and 8 elite Republican Guard divisions. The mobile forces for the army consisted of 5,700 tanks, 5,000 armored personnel carriers, and numerous support vehicles. Soviet-built transport aircraft gave the army significant mobility, as did up to 160 helicopter gunships and troop-carrying helicopters. Over 3,700 artillery pieces and a number of multiple battlefield rocket launchers could support Iraq's ground forces.

3.10.1.5. Most ominously, Iraq had recently made significant progress toward developing weapons of mass destruction, including nuclear, biological, and chemical (NBC) weapons. The Iraqi regime had liberally used NBC weapons against Iranian forces during the Iran-Iraq war and subsequently against its own Kurdish minority population in particularly brutal and wanton attacks. Further, Iraq built large numbers of long-range derivatives of the Soviet-designed Scud ballistic missile

and manufactured mobile transport-erector-launchers to create a mobile missile force able to strike over hundreds of miles. By the time of the Gulf War, Iraq possessed approximately 1,200 Scuds and Scud derivatives. There could be little doubt that Iraq had every intention of using these weapons; Iraq used Scuds against Iran in the Iran-Iraq war.

### 3.10.2. Responding to the Iraqi Threat:

3.10.2.1. On 6 August 1990, King Fahd bin Abd al-'Aziz Al Sa'ud of Saudi Arabia invited friendly nations to participate in the defense of the royal kingdom, marking the beginning of Operation Desert Shield, the defensive deployment of US military forces to protect the Gulf region from further Iraqi encroachment. On 8 August, Saudi time, F-15Cs from TAC's 71<sup>st</sup> Tactical Fighter Squadron arrived at Dhahran. They had flown nonstop fully armed over 8,000 miles in 15 hours. Only 38 hours after the pilots received their initial deployment notification in the United States, they were sitting alert on Saudi runways. Within 5 days, five fighter squadrons had arrived in the Gulf region, together with an airlifted brigade of the Army's 82d Airborne Division. By 21 August more F-15C/Ds, F-16C/Ds, F-15Es, F-4Gs, F-117As, A-10s, E-3Bs, RC-135s, KC-135s, KC-10s, and C-130s were based in the Gulf region. That day, Secretary of Defense Richard Cheney declared that the threat of an Iraqi invasion to Saudi Arabia had ended. Air power had already achieved the first of its many successes in the Gulf--it had protected Saudi Arabia from Iraqi aggression.

3.10.2.2. Airlift was a critical factor in rapidly stabilizing the crisis.

Although both prepositioned supplies in the region and sealift eventually were major factors in the Gulf Wars success, it was the timely and effective airlift of equipment, weapons, and personnel into the Gulf that proved critical. Airlift was the only rapid mobility tool that could deliver significant combat strength at long ranges within hours. Six weeks into Desert Shield, airlift had already flown more ton-miles than the entire Berlin Airlift, an operation that took over 10 times longer. At the height of the Desert Shield airlift, 17 million ton-miles of cargo were being provided daily for the Persian Gulf.

3.10.2.3. Altogether, Desert Shield--Desert Storm required 80 percent of the Air Force's C-141 fleet and 90 percent of the C-5 fleet. These two aircraft types moved nearly three-quarters of the air cargo and one-third of the personnel airlifted into the Gulf region. To meet theater airlift needs, approximately 32 percent of the Air Force C-130 fleet was in the Gulf, and throughout Desert Shield--Desert Storm, they flew nearly 47,000 sorties,

delivering over 300,000 tons of cargo and 209,000 troops. To meet additional airlift needs, the Government activated the Civil Reserve Air Fleet (CRAF) for the first time in its 38-year history. American airline companies eventually furnished 158 cargo and passenger aircraft to support allied airlift requirements. By the middle of December 1990, 16 different airfields were receiving up to 8,000 troops daily, delivered by an average of 65 aircraft, the equivalent of one landing every 22 minutes. During Desert Storm, this would peak at 127 aircraft per day, an average of one landing every 11 minutes.

3.10.2.4. The tremendous productivity of the airlifters would not have been possible were it not for the cooperation of SAC's tankers with MAC's transports. Tanker support in Desert Shield proved essential to operational success, with SAC tankers flying 11,561 sorties. The SAC tanker force spent nearly 75,000 hours in the air, refueling 33,380 airplanes with 441 million pounds of fuel. Thanks to Air Force airlift, in partnership with air refueling and coupled with United States Central Command's superb in-theater logistics system, American forces in the Gulf War were better-supplied, better-maintained, and better-supported than any fielded American force in history.

### 3.10.3. Crafting a Plan:

3.10.3.1. There were many skeptics who did not believe that air power could have an impact on the Gulf War. Memories of Vietnam and outdated conventional wisdom failed to account for the revolution in military air power that had occurred since the early 1970's. Many pointed to Vietnam as an example that air power couldn't exert decisive influence. The widespread dissemination of the belief that air power at best could only play a supporting role likely encouraged Saddam Hussein to remain in place; for, as he told a visiting group of journalists in the early fall of 1990, *"The US relies on the Air Force and the Air Force has never been the decisive factor in the history of wars. It was a miscalculation for which Iraqi military forces would pay dearly."*

3.10.3.2. Air Force planning to confront Saddam began virtually immediately upon the outbreak of the crisis. General H. Norman Schwarzkopf, US Central Command (USCENTCOM) commander, requested Air Force inputs on offensive air options. Air Staff planners, working with Navy and Marine representatives, rapidly sketched out a concept for an offensive air campaign that subsequently won General Schwarzkopf's endorsement; it formed the roots for what became Desert Storm.

3.10.3.3. Early in the planning process, US Central Command Air Force's (USCENTAF) planning staff recognized the importance of a strategic air offensive

against Iraq, crafting a plan that would inflict strategic paralysis upon the Iraqi military machine. The plan they structured had three key phases: a strategic element, attacks in the Kuwaiti Theater of Operations (KTO) to suppress enemy air defenses, and attacks on the Republican Guard and Iraq's army in Kuwait and Iraq. Though generally sequential in nature, there were no "hard" boundaries between them. In fact, when the war was actually fought, considerable overlap occurred throughout the campaign as circumstances dictated. The first and third phases were the most critical and had the most impact upon the outcome of the war. The strategic phase emphasized attacks to disconnect and disrupt the working of the Iraqi command structure and military forces, with strikes upon militarily significant targets such as internal control organizations, communications, electrical power, transportation network, and oil-refining capacity. Such attacks in World War II had required thousands of heavy bombers dropping millions of tons of bombs, with large-scale civilian casualties. In this conflict, a key goal was minimizing civilian casualties; the coalition war was with the Iraqi regime, not with the Iraqi people. As a result, air power would have to strike precisely, yet devastatingly.

3.10.3.4. The immediate challenge would be to seize air superiority; without it, other military missions could not be performed. The Air Force would do this with strikes against Iraq's hardened air defense sector control centers and headquarters using F-117 stealth fighters from the 37<sup>th</sup> Tactical Fighter Wing to blind and cripple the air defense network. Follow-on strikes by electronic warfare and Wild Weasel aircraft would take down the Iraqi radar defenses, opening up Iraq and Kuwait for attack by conventional nonstealthy attackers. Aggressive counter-air operations by F-15s would sweep the skies of any Iraqi fighters that did manage to take off.

3.10.3.5. Chairman of the Joint Chiefs of Staff, General Colin Powell, and General Schwarzkopf had stressed that the Air Force should destroy as much of Iraq's armor and artillery forces as possible. Therefore, the third phase of the air campaign plan emphasized targeting the Iraqi army and its equipment. From the outset, planners were confident they could achieve genuine interdiction against Iraq because of the remarkable precision of modern air-delivered weapons.

3.10.3.6. Air campaign planners had a profound appreciation for the operational level of war, structuring an air campaign plan to meet not the limited purposes of "local" tactical aviation but, rather, a theater-wide air campaign to achieve the overall objectives of the theater commander. If all went well, approximately 30 days after the onset of the air campaign, the Iraqi ground forces would be sufficiently devastated and attrited that

the coalition's own ground forces could move quickly into Iraq and Kuwait.

#### **3.10.4. On the Brink of War:**

3.10.4.1. On the eve of war, coalition air strength numbered 2,614 aircraft, including 1,990 American. Of the United States aircraft, 1,540 were land-based, and another 450 were onboard six aircraft carriers either on station or en route to the Gulf. Over 76 percent of these were fighter and attack types.

3.10.4.2. Training and readiness for the unexpected occupied a major portion of USCENTAF's prewar activities. Constantly, E-3B AWACS aircraft maintained a vigil in Saudi skies, looking north for any sign that Iraq might launch a preemptive strike. Mock strike packages formed up and practiced tanking and ingress procedures. F-15 pilots honed their skills with dissimilar air combat training. A-10 pilots teamed with Army AH64 crews and refined joint air-attack tactics for the time they might operate against Iraqi armored forces. Intelligence collection systems monitored Iraqi communications and signals, acquiring information for electronic combat aircraft and wild weasels. Maintenance crews and support personnel also sharpened their skills during this time, producing mission capable rates for Air Force fighters that averaged over 85 percent.

3.10.4.3. On 29 November 1990, the United Nations passed Resolution 678 authorizing the use of force to expel Iraq from Kuwait if Iraq did not leave by 15 January. President George Bush requested congressional concurrence in the UN resolution, and, following a lengthy and forthright debate, the Congress joined with the Bush administration in bipartisan votes of support on 12 January. Saddam Hussein still showed no signs of leaving Kuwait, and the deadline of the 15<sup>th</sup> passed. Accordingly, President Bush signed a National Security Directive authorizing military action.

### **3.11. Desert Storm--The Air Force at War:**

#### **3.11.1. The First Night:**

3.11.1.1. In the early hours of 17 January, waves of coalition aircraft took off into the dark Arabian night, joining Air Force tankers and strike aircraft setting forth on the largest air campaign since World War II. Aloft, 160 tankers at multiple refueling tracks outside Iraqi radar range awaited the strikers so they could "tank" before entering Iraqi space. AWACS kept track of friendly forces and focused its probing radar eye deep into Iraqi territory. The challenges facing the AWACS were considerable; the crews had to act as lookouts, fighter directors, and airborne air traffic controllers. It is a tribute to their skill and expertise that not a single

midair collision occurred between coalition aircraft during Desert Shield and Desert Storm.

3.11.1.2. As the clock edged towards 3:00 a.m. Baghdad time, the scheduled opening of the air offensive, a number of events took place. In the dark skies, a greater diversity of aircraft flew towards Iraq than had been airborne at any time since World War II. In the first hours of the air war, nearly 400 Allied strike aircraft from the coalition stormed across Iraq, supported by hundreds of others over the Gulf region and over the fleet at sea. Altogether, in that first night, 668 aircraft attacked Iraq, 530 from the Air Force (79 percent).

3.11.1.3. In one F-117 cruising over Baghdad, a stealth pilot carefully kept the crosshairs of his laser designator on a building the principal master attack planner had dubbed the "AT&T building": a telecommunications center vital to Iraqi military command and control. The weapons bay snapped open, disgorging a 2,000-pound laser guided bomb, which plunged at high speed toward a little spot of laser light fixed unerringly on the top of the center. In Riyadh, General Charles A. Horner and his "Black Hole" staff were waiting for Cable News Network (CNN), broadcasting via telephone from Baghdad, to go off the air. In Washington, planners and senior defense officials alike, counted the minutes fascinated at the irony of events about to unfold. If all went well, the first bomb-damage assessment would be inadvertently transmitted in real time directly to the people most responsible for executing the strike as well as to the world at large. In Baghdad, CNN correspondents Bernard Shaw and Peter Arnett were reporting the anti-aircraft fire over the city to American audiences. Shaw: *"We have not heard any jet planes yet, Peter."* Arnett: *"Now the sirens are sounding for the first time. The Iraqis have informed us...."* Nothing but abrupt static. CNN's link went off the air. The US Air Force had delivered the first Allied air weapon to strike into the heart of Saddam Hussein's city.

3.11.1.4. Across the border, safe from Iraqi defenses, sophisticated EC-130H Compass Call electronic warfare aircraft jammed communications, hindering the effectiveness of Iraq's already crumbling integrated air defense network. SAMs raced off their launch rails and snaked upwards, most fooled by electronic warfare stand-off jamming or from pods on the strike aircraft themselves, though some came close enough to send aircrews into violent breaks to escape their lethal paths. Regrettably, one destroyed a Navy F/A-18C, and its pilot became the first coalition airman to die in combat. Such losses, fortunately, were a rarity. Indeed, over the entire war, only 10 coalition aircraft fell to SAMs even though thousands were fired against them--thanks to the heavy investment in electronic warfare technology and protection pods since the Vietnam Conflict.

3.11.1.5. Severed from its leadership, attacked where it lived, the IQAF was largely preempted from fighting. Those few pilots that did go aloft did not fair well. An AWACS warned Captain Steve Tate, the flight leader of four F-15s from the 1<sup>st</sup> Tactical Fighter Wing, of an Iraqi Mirage F-1 closing on the four Eagles from astern. He broke hard, turned behind the Mirage, fired an AIM-7 Sparrow, and watched the Iraqi fighter disintegrate in a huge fireball--one of 35 Iraqi aircraft that eventually fell to American and Saudi fighters. With runways cratered and many aircraft destroyed, Iraqi commanders chose to keep their remaining planes sealed in bunkers, safe until they could be used at a moment of Iraq's own choosing.

3.11.1.6. By dawn of 17 January, Iraq was well on the way to losing the war, thanks to the strategic air campaign. The previous nights attacks drove Saddam Hussein and his leadership underground, reducing its control over events. The most critical military support networks--command, control, communications, and intelligence (C3I), integrated air defenses, and power generation capacity--had been hard hit.

3.11.1.7. Indeed, the major damage occurred in the first 10 minutes. Minutes after H-hour, the lights went out in Baghdad and did not come on again until well after the cease-fire. The coalition air attack had imposed strategic paralysis upon the Hussein regime. Within the first hour, the integrated air defense network had collapsed; SAM sites and interceptor airfields were no longer under centralized control. Radar sites were destroyed or intimidated. Sector control stations and air defense headquarters were blasted into rubble. Anti-aircraft forces were operating on their own, without broader information or support. Within several hours, attacks had left key Iraqi airfields with cratered runways, taxiways, and ramps, keeping the IQAF in its bunkers. Known facilities for the research and manufacture of weapons of mass destruction had been destroyed or rendered unusable. Within 2 weeks, attacks disrupted communications systems to the point that Saddam Hussein was reduced to sending orders from Baghdad to Kuwait by messenger; the trip took at least 48 hours.

3.11.2. **The Anti-Armor and Anti-Artillery Campaign.** One of the major challenges confronting Allied attackers was to destroy significant numbers of Iraqi tanks and artillery so that ground operations to reoccupy Kuwait would face less resistance and suffer minimal casualties. To accomplish this task, coalition aircrews used the E8A JSTARS, TR-1, U-2R, and other overhead systems to locate enemy armor, mechanized vehicles, and field guns. "Smart" weapons proved invaluable in destroying these enemy assets. *"None of my troops would get near a tank at night,"* one Iraqi officer asserted after the war, *"because they just kept*

*blowing up.*” The F-111F proved particularly adept identifying individual pieces of armor and destroying them with 500-pound GBU-12 laser-guided bombs.

### 3.11.3. Destroying the Battlefield:

3.11.3.1. Planners intended that phase III of the air campaign, which focused on the Kuwaiti Theater of Operations (KTO), would reduce the enemy’s effective combat strength, cut off his supplies, and destroy his command and control. Ground forces regarded these strikes as “preparing the battlefield,” but the director of Headquarters CENTAF’s strategic planning cell put it differently. “*We are not preparing the battlefield,*” he said emphatically, *we are destroying it.* Coalition aircrews pounded the Iraqis in the KTO with 35,000 attack sorties, including 5,600 against the enemy’s elite units, the Republican Guards.

3.11.3.2. Air Force “shooters” such as the A-10, B-52, F-15E, F-16, and F-111 flew the overwhelming majority of these Phase III sorties. The 249 F-16s which deployed to the Gulf generated nearly 13,500 sorties, more than that of any other Desert Storm aircraft. The Fighting Falcons operated against a wide range of targets, including Scud missiles, production facilities, battlefield emplacements, and dug-in armor and artillery.

3.11.3.3. The Fighting Falcons and other US Air Force aircraft delivered a veritable firestorm of munitions. The phase III attacks immobilized the enemy soldiers in the KTO, broke their will, and reduced many of their units to a rabble waiting to surrender. Earlier, before the emphasis of the air campaign shifted from Iraq to Kuwait, Coalition strikes had disrupted the Iraqi command and control structure and by mid-February it was unlikely that Saddam Hussein knew how severely his forces were being hurt.

3.11.3.4. Air Force “shooters” exacted a heavy toll against the equipment of the enemy’s armored and infantry divisions. By mid-February, repeated air attacks on these units had reduced their effectiveness from levels of nearly 100 percent in mid-January to less than 50 percent for the Iraqi regular divisions deployed along the Kuwaiti-Saudi border (the tactical echelon); roughly 70 percent for units farther north (the operational echelon), and approximately 80 percent for the Republican Guard and the few other units which held a great semicircle around the Kuwaiti-Iraqi border (the theater reserve).

3.11.4. Toward G-Day. Tactical airlift proved essential to General Schwarzkopf’s “Hail Mary” maneuver, the shift west of the XVIII Airborne Corps to encircle the Iraqis in the KTO. During this operation, C-130 transports flew almost 1,200 missions, delivering 14,000 people and over

9,000 tons of equipment. The tactical airlifters continued to play a vital role in supplying the XVIII Airborne Corps, the VII Corps, and Marine units. The C-130s flew hundreds of sorties into Log Base Charlie, the western most of CENTCOM’s five logistics bases, sometimes landing along a 1-mile stretch of the 38-foot wide Trans-Arabian Pipeline Road, or Tapline Road.

### 3.11.5. End Game:

3.11.5.1. Desert Storm’s fourth phase began on G-Day, 24 February 1991, and thanks in great part to the air campaign, the coalition ground forces immediately made rapid progress. The I Marine Expeditionary Force began its assault at 0400, breaching the Iraqi defenses and driving toward al-Jaber Airfield. At the same hour, 200 miles west of the Marines, the XVIII Airborne Corps advanced rapidly as well. Between these two forces, the armor-heavy VII Corps aimed northeast toward the enemy’s elite units, the Republican Guards. Pounded by the 39-day air campaign, hungry and demoralized Iraqi defenders soon began surrendering. By the end of the first day’s operations, 8,000 of them had given up the fight. The next day General Horner made this entry in his command post log book: “The enemy troops shoot and then when air shows up, they surrender.”

3.11.5.2. General Schwarzkopf recalled after the Gulf War that on the morning of G-Day he had expected the operation would take 3 weeks; it lasted about 100 hours. By the end of the third day, 30,000 Iraqis had surrendered. Coalition forces continued to advance ahead of schedule, liberating Kuwait City and consolidating their hold on the Tigris and Euphrates Valley. President Bush declared a cease-fire which took effect in the theater at 0800 on 28 February. By that time, the Allies had captured more than 86,000 Iraqi prisoners.

### 3.11.6. Strategic Air Campaign Accomplishments:

3.11.6.1. Overall, the coalition air campaign accumulated a total of 109,876 sorties over the 43-day war, an average of 2,555 sorties per day. Of these, over 27,000 targeted Scuds, airfields, air defenses, electrical power, biological and chemical weapons headquarters, intelligence assets, communications, the Iraqi army, and oil refining. Aerial tanking was crucial to producing these sortie figures. During Desert Storm, Air Force tankers exceeded even their Desert Shield support record, flying 15,434 sorties--nearly 60,000 flying hours--refueling 45,955 aircraft and off-loading 110.2 million gallons of aviation fuel. American airmen dropped 84,200 tons of bombs in approximately 44,145 combat sorties, 67 percent of which were flown by the Air Force. Of the total bomb tonnage dropped, the Air Force dropped 72 percent, roughly 60,624 tons of both “smart” and “dumb”

<u>WAR/CONFLICT</u>	<u>TONNAGE</u>	<u>LENGTH</u>	<u>TONNAGE/ MONTH</u>
World War II	2,150,000	45 Months	47,777.78
Korean Conflict	454,000	37 Months	12,270.27
Vietnam/SEA Conflict	6,162,000	140 Months	44,014.29
Gulf War	60,624	1.5 Months	40,416.00

**Figure 3.16. Bomb-Tonnage Comparison.**

weapons. The Air Force dropped 90 percent (6,660 tons) of the precision munitions (7,400 tons total) that American forces expended in the war. Roughly 30 percent of the Air Force smart bomb tonnage was dropped by F-117s. The Air Force dropped 70 percent (53,964 tons) of the dumb bomb tonnage (76,800 tons total) expended in the war.

3.11.6.2. It was decisive because of the strategic air campaign accomplishments. One can comprehend what strategic air power achieved in the Gulf War by looking at five separate categories of effort against military significant targets: attacks on command and control; power generation; refined fuel and lubricants production; the transportation infrastructure; and the IQAF.

3.11.6.3. First, the strategic air campaign struck 45 key military targets in the Baghdad area with the result that the Hussein regime was driven underground in confusion, preventing Iraqi decision makers from controlling events or reacting to Allied initiatives. Yet the strategic air campaign did this without destroying Baghdad or inflicting massive civilian casualties. Indeed, as was reported by one physician who visited Iraq after the war, the strategic air campaign hit with “neurosurgical precision.”

3.11.6.4. Second, the strategic air campaign shut down the Iraqi electrical power grid by attacking selected generation plants across the country. One aircraft dropping two precision-guided bombs sufficed to destroy a single power-generation station’s transformer yards. During World War II, in contrast, the 8<sup>th</sup> Air Force found it took two full combat wings, a force of 108 B-17 bombers (flying in six combat “boxes” of 18 aircraft each), dropping a total of 648 bombs (six 1,100-pound bombs per aircraft) to guarantee a 96 percent chance of getting just two hits (the minimum necessary to disable a

single power-generating plant measuring 400 by 500 feet). Further, for the number of bomber sorties in World War II required to disable just two power stations, the coalition disabled the transformer capacity of every targeted power-generation facility in Iraq. Figure 3.16 details the bomb tonnage comparison of each of the last four major wars/conflicts.

3.11.6.5. Third, the strategic air campaign targeted fuel and lubricants: the lifeblood of any military machine. Iraq was a major petroleum and electrical power exporter, with one of the most modern petroleum industries in the world. After seizing Kuwait’s oil assets, Saddam Hussein’s government controlled more than 10 percent of the world’s oil production capacity and 20 percent of the world’s known oil reserves. Allied strike aircraft destroyed production capability at all of the Iraqi refineries targeted for attack, a clear indicator of the great precision and destructiveness of modern air attack, for less than half the tonnage dropped on a single German refinery during World War II.

3.11.6.6. Fourth, the strategic air campaign achieved--for the first time in military aviation history--clear interdiction of Iraqi transport into the Kuwaiti theater of operations. At the start of the war, there were 54 railroad and highway bridges in Iraq, most on roads running southeast from Baghdad into Basra and Kuwait. At the end of the war, 41 of the 54 were dropped (others had not been targeted for various reasons), and 32 pontoon bridges which were hastily built to offset the Allied air attacks had been destroyed as well.

3.11.6.7. Fifth, the strategic air campaign destroyed half of the IQAF, preventing it from coming to the aid of the Hussein regime and its fielded forces in Iraq. The IQAF played little role in the war for two reasons. First, Saddam Hussein evidently believed that the coalition

AIRCRAFT	PEACETIME	GULF WAR
A-10	90.4	95.5
C-5	69.0	78.0
C-130	78.0	84.0
C-141	80.0	86.0
F-4G	83.7	88.7
F-15C/D	85.1	93.7
F-15E	80.4	95.5
F-16	90.2	95.4
F-117	81.6	85.8
KC-10	95.0	95.0
KC-135	86.0	89.0

**Figure 3.17. Mission Capability Percentage Rates.**

could not sustain its air effort beyond 4 or 5 days, and then the Iraqis could come out of their shelters and fight. Secondly, when they did venture out, they ran into a veritable buzzsaw of Eagle pilots ready to do battle. Altogether, 14 Iraqi fighters fell before F-15s during that first week. Very quickly, the Iraqis decided not to fight. More than 120 Iraqi fighters and support aircraft fled for the border, trying to evade the probing eye of AWACS and the F-15s powerful air-to-air radar.

3.11.6.8. Key to the success of the air campaign was maintenance; from the suppliers to the line crews sweating under the desert sun, the Air Force's maintainers worked miracles, enabling ever-higher sortie rates as the war progressed--essentially, a constant surge. During the war, these rates soared to above 90 percent, rates unequalled by the standards of previous American air wars, and a testimony to both the Air Forces reliance on supremely capable people and high-technology weapons. Figure 3.17 shows the peacetime and wartime mission capability rates (in percent) for selected Air Force aircraft in the Gulf War:

3.11.6.9. These rates--and generally similar ones for the Navy and Marine Corps--validated the DoD's investment in high-technology, high-leverage systems, refuting

prewar critics who suggested that such policy had resulted in acquisition of overly complex and unreliable systems that could not be maintained in the operational intensity of actual war.

### 3.11.7. The Bottom Line--Air Power was Decisive:

3.11.7.1. In the final analysis, the swiftness, decisiveness, and scope of the coalition's victory came from the wise and appropriate application of air power. Not surprisingly, American casualties were lower than in any previous conflict. Overall, enemy fire killed 113 US personnel and wounded 395. Another 35 killed and 72 wounded fell to accidental friendly fire. While the loss or injury of any military member is tragic and regrettable, the casualties sustained by the United States in the Gulf War must be considered in light of what they could have been--and what some had predicted they would be, before the war--had the bulk of Saddam Hussein's forces been fit, supplied, intact, and in place, awaiting the onset of the ground operation.

3.11.7.2. Air power found, fought, and finished the Iraqi military. It dramatically reduced the risk to American forces from the enemy, shattering potential resistance. This was recognized by Secretary of Defense Cheney who

remarked, after the war: *"The air campaign was decisive, subsequently stating that Iraq could not fight back because the air war turned out to be absolutely devastating."* Perceptive commentators recognized it as well; a year after the invasion of Kuwait, CBS news analyst Harry Smith stated *"The Iraqi military machine folded under the pressure of Allied smart bombs and air power."* But the final word must be that of President George Bush, speaking at the commencement of the US Air Force Academy on 29 May 1991: *"Gulf Lesson One,"* he said emphatically, *"is the value of air power."*

### 3.11.8. Space Systems and Desert Storm:

3.11.8.1. The Defense Department's April 1992 Title V Report to Congress on Desert Storm stated: *"The war with Iraq was the first conflict in history to make comprehensive use of space systems support. All of the following helped the Coalition's air, ground, and naval forces: the DMSP weather satellites; US LANDSAT multi-spectral imagery satellites; the GPS; DSP early warning satellites; the Tactical Information Broadcast Service; and communications and intelligence satellites."* The Defense Satellite Communications System provided 75 percent of all intra- and inter-theater satellite communications. The Defense Meteorological Satellite Program supplied weather data, and civilian weather satellites served as the principal means of acquiring information about atmospheric conditions over Iraq.

3.11.8.2. The Navstar Global Positioning System (GPS) proved particularly valuable during Desert Storm. The GPS satellites provided the data for the accurate midcourse guidance of stand-off land attack, or SLAM, missiles, that allowed pilots to launch their weapons from safer standoff distances. Other aircraft used the Navstar system to improve their navigation accuracy, and their ability to locate both emitters and downed aircrews. The GPS satellites were especially valuable during the Gulf War because so much of the regions terrain was devoid of landmarks for navigation. Coalition field commanders contended the Iraqis were surprised by the "shift west" attack by the XVIII Airborne Corps in part because they did not believe the Allied ground units would attempt to cross the vast, featureless desert. The GPS satellites allowed the coalition forces to readily navigate this daunting terrain. Other space systems, both classified and open-source ones, contributed greatly to the allied victory in the Gulf War. Soon after the conflict an official Air Force survey concluded: *"Desert Storm was Americas first comprehensive space-supported war."* In October 1992 General Horner, who after his service in the Gulf became CINC US Space Command, observed that *"in the seventies and eighties truly space came of age in both theater war for support and in strategic*

*warfare.... And of course, finally it paid off, certainly in Desert Storm."*

3.11.9. **Total Force Policy.** The Gulf War required the largest mobilization and deployment of Reserve Component (RC) forces since the Korean Conflict and represented the first major test of the Reserve's role under the Total Force Policy that emerged after Vietnam. Of the 245,000 reservists from all services ordered to active duty during the Gulf crisis, approximately 106,000 (including 10,800 Air Reserve Component members) served in Southwest Asia. Success in the Gulf War could not have been accomplished without the full integration of the capabilities of these reservists and National Guardsmen. During Desert Shield--Desert Storm, the Air Force established provisional wings that consisted of both Active and Reserve units. More than 80 percent of the strategic and tactical airlift assets were activated RC forces, which amounted to 7 C-5, 11 C-141, and 10 C-130 units. Seventeen of 20 RC air-refueling squadrons were mobilized. The mobilization and use of Reserve Forces validated the key concepts of the Total Force Policy, that considered Reserve forces as the primary augmentation for the Active force and that involved the integrated use of all forces available in situations needing a military response.

### 3.12. Operations Other Than War--Humanitarian Airlifts:

3.12.1. Humanitarian airlift missions have long been an Air Force tradition. Before 1990, the service participated in more than 450 such operations, which not only brought relief to countless victims of natural disasters or political emergencies, but also helped the United States build friendships and construct a more stable and open world. Continuing this tradition, most of the Air Force's contingencies since Desert Storm have been humanitarian airlifts.

3.12.2. Ironically, one of the first of the post-Gulf War American humanitarian airlifts brought relief to citizens of Iraq. Desert Storm encouraged the Kurds in northern Iraq to revolt against Saddam Hussein. When the Iraqi Army brutality suppressed the rebellion in March 1991, more than 500,000 Kurds fled to the Turkish border. To bring relief to the refugees and encourage them to return to their homes, the United States initiated Operation Provide Comfort in April 1991. A joint operation conducted in cooperation with the British, French, and Turks, Provide Comfort established refugee camps in northern Iraq and protected them from Saddam Hussein's forces in a no-fly zone. Employing C-130s, the US Air Force delivered thousands of tons of relief supplies, including food, tents, and blankets, to these camps. Provide Comfort sustained hundreds of thousands of

Kurdish refugees, reduced the population pressure on southeastern Turkey, and demonstrated the continued military weakness of Saddam Hussein.

3.12.3. Political emergencies in Europe also required humanitarian airlift responses. In 1991, the Soviet Communist Party fell from power and the Soviet Union dissolved into 15 separate republics, some of which joined together in a loose confederation called the Commonwealth of Independent States. Seventy years of socialism and the collapse of centralized planning led to dire poverty and hunger. To deliver emergency aid to the former Soviet republics and to encourage the movement toward democracy and free markets, the United States initiated Operation Provide Hope in February 1992.

3.12.4. By 1 May 1993, more than 200 Provide Hope flights had delivered almost 6,000 tons of surplus DoD food and medical supplies from Europe to at least 24 locations in the former Soviet republics. Participating aircraft included C-5 Galaxies, C-141 Starlifters, and C-130 Hercules cargo planes, that flew from NATO bases in Germany and Turkey. The airlift assisted economic and political reform in the heartland of what had been America's greatest enemy.

3.12.5. The same intense nationalism that replaced Communism in the former Soviet Union destroyed the unity of Yugoslavia. In 1992, Bosnia-Herzegovina (commonly referred to as Bosnia) seceded from the Serbian-dominated Yugoslavian government. Almost immediately, civil and ethnic war erupted among Bosnians Serbs, Muslims, and Croats. By the middle of the year, Serbian forces surrounded Sarajevo, the Bosnian capital which had been the tinder box of World War I. The United Nations took control of Sarajevo's airport at the end of June and inaugurated an international relief effort for the besieged city. In July 1992, the United States launched Operation Provide Promise to airlift food and medical supplies to the people of Sarajevo and other parts of Bosnia.

3.12.6. Provide Promise became one of the largest Air Force humanitarian airlifts in history. In October 1993, it surpassed in duration the Berlin Airlift of 1948-1949, which lasted 462 days. By the middle of the month, about 2,000 Air Force flights had delivered more than 24,000 tons of food and medical supplies to Sarajevo. About 1,400 additional flights airlifted 10,000 tons of relief supplies to eastern Bosnia, where lack of airfields required airdrops. Although the humanitarian airlift and the enforcement of a no-fly zone failed to end the fighting in Bosnia, these measures reduced the death rate among Bosnians and retarded the spread of the conflict.

3.12.7. Regional political crises calling for an American airlift response were not limited to southwestern Asia and

Europe. In Africa, anarchy compounded a famine that threatened Somalia during 1992. An estimated 2,000 people were starving daily. To sustain the Somalis, the United States launched a joint operation called Provide Relief in August 1992. As part of the operation, US Air Force C-141 aircraft transported food from Nairobi and Mombasa, Kenya, to a forward base at Wajir, Kenya. From there, smaller C-130s, capable of landing on shorter and less developed airstrips, carried the food to airstrips in southern and central Somalia, where UN personnel and private charitable organizations distributed it. By 8 December 1992, Provide Relief had delivered 19,000 tons of food to Somalia and Kenya. At the end of the year, President Bush replaced Provide Relief with Operation Restore Hope, sending ground forces to Somalia to restrain gangs who threatened a fair distribution of the airlifted food.

3.12.8. Natural disasters as well as political emergencies prompted US Air Force relief operations. In May 1991, the US Air Force delivered hundreds of tons of emergency supplies to Bangladesh after a cyclone produced coastal floods that killed 139,000 people and drove thousands of others from their homes. Like Provide Relief, Operation Sea Angel was a joint operation under a Marine Corps commander, but it employed three types of Air Force cargo planes: C-5 and C-141 aircraft to transport equipment and supplies to Dhaka, the Bangladesh capital, and smaller C-130s to deliver the relief cargo to Chittagong in the coastal disaster area. One C-5 delivered five Army Blackhawk helicopters to ferry supplies to flood survivors.

3.12.9. When a heavy rain of volcanic ash from the eruption of Mount Pinatubo descended on Clark Air Base and Subic Bay Naval Station in June 1991, Air Force C-5s and C-141s and US Air Force-contracted commercial aircraft evacuated more than 18,000 Americans from the Philippines. The operation, called Fiery Vigil, was the largest evacuation since the fall of South Vietnam in 1975. It involved 245 Military Airlift Command flights, which carried the evacuees first to Guam and then to the continental United States.

3.12.10. In October 1993, the United States launched another humanitarian airlift in response to an earthquake in India. A pair of C-5s from the 60<sup>th</sup> and 436<sup>th</sup> Airlift Wings delivered to Bombay 1,000 rolls of plastic sheeting for shelters, 950 tents, 18,550 five-gallon water containers, and 22 air cargo pallets containing blankets, litters, shelter halves, medicine, and other supplies. The United States itself was not immune to natural disaster. After Hurricane Andrew drove 180,000 people from their South Florida homes in August 1992, Air Force, Air Force Reserve, Air National Guard (ANG), and US Air Force-chartered aircraft flew 875 missions, delivering more than 20,000 tons of relief supplies, and almost

12,000 passengers to the disaster area. The cargo included food, water, portable kitchens, and tents. The majority of the passengers were US soldiers and marines, who set up tents, distributed food, and assisted in cleanup efforts. Participating aircraft ranged from huge C-5s to HH-60 rescue helicopters. Like Mount Pinatubo in the Philippines, Hurricane Andrew cost the Air Force an installation, Homestead AFB.

3.12.11. In the very next month, September 1992, Typhoon Iniki hit the island of Kauai in Hawaii, causing the same kind of destruction that Hurricane Andrew had brought to Florida. The Air Mobility Command teamed up with the ANG to evacuate 1,500 tourists and residents and to deliver more than 1,000 tons of relief supplies, including generators, electrical trucks, plastic sheeting, cots, blankets, ready-to-eat meals, mobile kitchens and showers, and medical supplies. Large C5s and C-141s from California and Washington transported emergency cargo to Hickam AFB on Oahu, while C130s capable of landing on smaller airfields shuttled them to Kauai. Air Force planes also transported more than 500 emergency personnel to help with reconstruction.

3.12.12. Natural disaster struck the United States again during the summer of 1993, when swollen waters of the Mississippi and Missouri Rivers flooded the Midwest. Air Force C-5s and C-141s flew more than 30 missions to Illinois, Iowa, and Missouri, delivering over a million sandbags and 14 water purification systems.

3.12.13. Humanitarian airlift is a tradition as old as the Air Force. It will continue as long as natural disasters and political crises provoke human suffering. The increasing instability that has followed the end of the Cold War expands the demand for such missions. Provide Comfort, Provide Hope, Provide Promise, and Provide Relief are the prototypes of a great many operations yet to come.

### **3.13. An Air Force for the 21<sup>st</sup> Century:**

3.13.1. As the Air Force prepares for the next century, it must do so with the understanding that we live in an uncertain world where international crises can arise quickly, demanding unexpected military commitments. According to President George Bush, *"The collapse of the Communist idea has shown that our vision of individual rights--a vision imbedded in the faith of our Founders--speaks to humanity's enduring hopes and aspirations. It is this abiding faith in democracy that steels us to deal with a world that, for all our hope, remains a dangerous place--a world of ethnic antagonisms, national rivalries, religious tensions, spreading weaponry, personal ambitions and lingering authoritarianism. For America, there can be no retreat from the worlds problems."*

3.13.2. The US Air Force cannot afford to retreat from its responsibilities to national defense and the pursuit of freedom. Victory came in the Gulf War in great measure because US forces were prepared. The Air Force had the right doctrine, the right systems, the right people, the right leadership. It had all the ingredients for success, but the victory would have been neither so certain nor predictable had not the nations leadership, over many years, given the support needed to defend the nation. Such support will be required in the years ahead, as the nation faces continuing challenges and evolving foreign threats.

3.13.3. Above all else, the Gulf War demonstrated the continuing need for air superiority. Without air superiority, no other missions can be accomplished. Today, more than ever before, loss of the skies means loss of the land and sea as well. The nation that loses air superiority, now and for the future, may well lose its freedom of action. For that reason, the US Air Force is developing the F-22, an advanced tactical fighter designed to confront any anticipated threat aircraft and to offset the reduction that will take place in Air Force fighter forces as defense spending declines in the 1990's. When it enters service, it will have been almost three decades since the Air Force first took delivery of its current air superiority fighter, the F-15 Eagle. The post-2000 world will be no less complex and challenging than the world of the present. Advanced fighter aircraft will be in service with a variety of nations that may or may not respect the same traditions of liberty and responsibility that we do. In such a challenging world, offsetting numbers of highly sophisticated fighters with smaller numbers of even more sophisticated and stealthy F-22s is not merely desirable, but mandatory, if America is to retain its air superiority edge in the potential combat environments of the future.

3.13.4. The Gulf War illustrated that the precision of modern air attack has revolutionized warfare. Air Force strike aircraft dropping smart conventional munitions inflicted levels of destruction upon Iraq's command, control, and communications network that, a few years ago, were thought only possible with nuclear weapons. Bomb accuracy, once measured in circular error probable distances in the thousands of feet, is now down to less than 10 feet.

3.13.5. In particular, the natural partnership of "smart" weapons and stealth working together gives an attacker unprecedented military leverage. Stealth technology demonstrated its enduring value in the Gulf. As President Bush remarked after the war, *"The F-117 proved itself by doing more, doing it better, doing it for less, and targeting soldiers, not civilians. It...carried a revolution in warfare on its wings."* The F-117 was the only aircraft that planners dared risk over downtown

Baghdad, and it had a destructive potential and cost-effectiveness that far outweighed any alternative system. For example, 8 attack aircraft striking an airfield one night needed the protection of 4 wild weasels, 5 radar jammers, and 21 fighters carrying radar-homing missiles to ensure they could hit one target with a good expectation of survival. The same night, 21 F-117s were striking 37 targets by themselves.

3.13.6. The survivability offered by stealth, the extraordinary precision of modern conventional weapons, and the innate range capabilities of large aircraft are all powerful arguments for the purchase of the B-2 stealth bomber. The B-2 stealth bomber can carry 10 times the payload of an F-117 and over 5 times the distance. The B-2 was the one example of a military system that General Horner said he would have wanted had it been available. At several points in the Gulf War, a large payload stealth bomber was just what the campaign planners needed. Fifty F-117 sorties were flown against very hardened chemical munitions bunkers located in a high-threat area effectively closed to conventional attackers; two B-2s with precision weapons could have done the same job. Iraqi nuclear research and development sites, bunkers, and hardened aircraft shelters at Kirkuk, Qayyarah, and Mosul required air superiority so tankers and the electronic warfare support aircraft to protect the tankers could fly deep into Iraqi airspace, enabling F-117s to refuel and proceed on to the targets. The range, stealth, and ability of the B-2s to carry precision-guided munitions would have offset the need for any tankers, fighters, and electronic warfare airplanes and would have allowed immediate attacks against these facilities from the onset of the war. The deployment of the B-2 is consistent with the essence of Global Reach-Global Power: No matter how disturbed or unsettled the world condition becomes, no matter how dramatically the threat confronting the nation evolves, the B-2 will be a viable multirole system defending American interests and those of our allies around the world well into the next century.

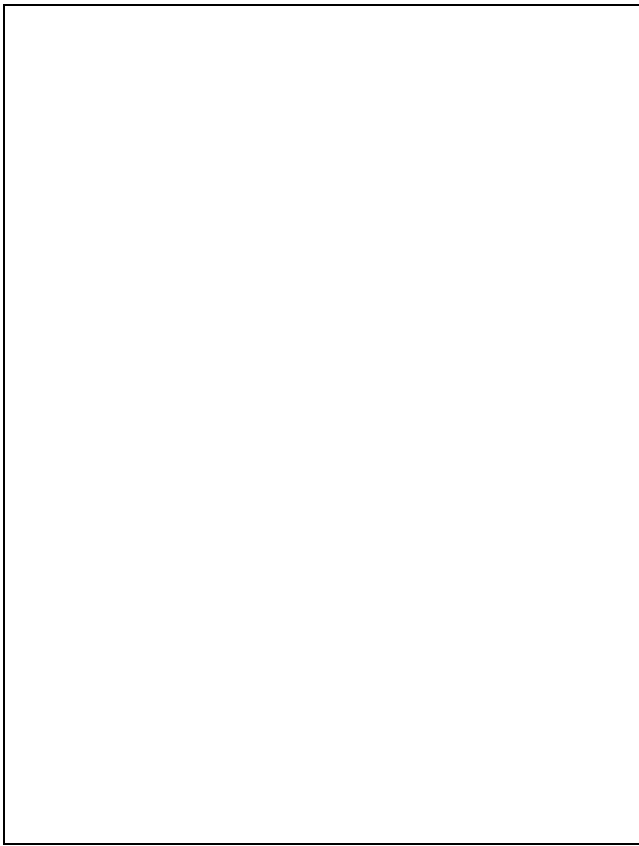
3.13.7. Airlift in the Gulf War was critical to Allied success. None of the other accomplishments of the air campaign, no matter how impressive, would have been as successful without timely and effective strategic and theater airlift, nor would any of the coalition's land and sea forces been able to conduct their own military operations as successfully as they did. Additionally, airlift aircraft have played the central role in the successes of US humanitarian missions. Yet Americas tired airlift forces, rooted in the technology of the 1950's and 1960's are aging and badly in need of upgrading. The solution is the C-17, an airlifter of the 1990's ideally suited to the demands of the 21<sup>st</sup> century. The C-17

offers the potential of direct delivery--flying personnel and cargo from the United States directly to where they are needed--in effect, combining the strategic airlift capabilities of the C-5 and C-141 with the theater airlift capabilities of the C-130. Extraordinary advances in aerodynamics and propulsion enable the C-17 to expand the number of airfields open to strategic airlifters and to carry double the cargo of a C-141B and the bulk size now only possible with the C-5 at approximately the same operating cost as a C-141B. As with airlifters before it, the C-17 will be a vital national resource both in times of war and in times of natural disaster or other emergency. The C-17 will strengthen the global presence of the United States and enhance our capabilities to help friends, alleviate misery, and deter aggression.

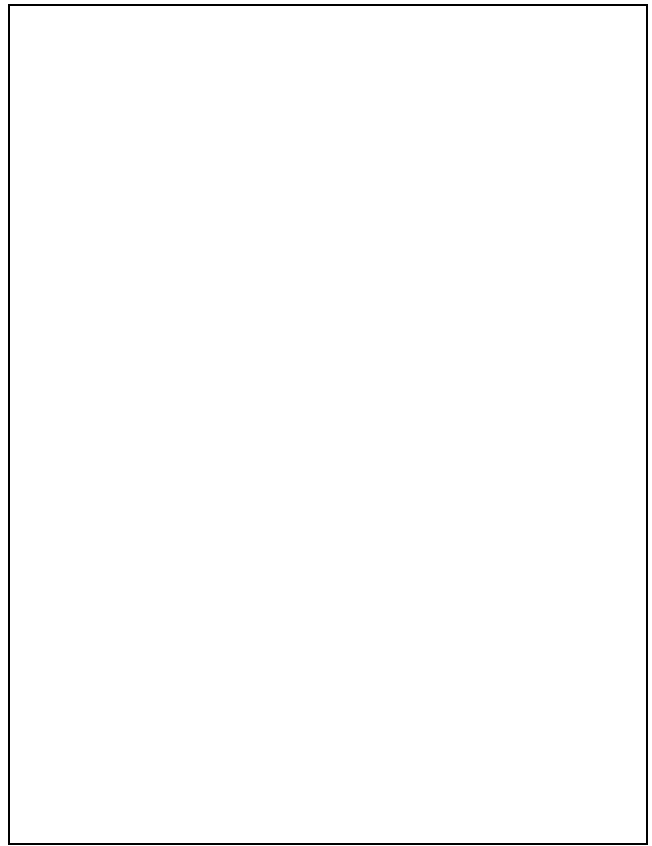
3.13.8. The world of the 21<sup>st</sup> century will be an uncertain one, but one that we know will witness the growing interdependence of people and the continued need for resolute and responsible American leadership. This leadership challenge demands that we now make the hard planning decisions necessary so we can confront with confidence and assurance the ever-evolving, ever-changing, ever-dynamic world of the future. No organization can have a greater obligation to excellence than the US Air Force. It is our special obligation, for we have witnessed many times the sobering fate of nations that have lost control of the air. In an era when we must do more with less, when we must ensure air power in a global aerospace age, the F-22, the B-2, and the C-17 offer extraordinary benefits to the nation and its citizens. They ensure the men and women of the US Air Force--including those yet unborn--will be able to furnish Global Reach-Global Power for decades to come.

**3.14. Medal of Honor.** The Medal of Honor is the highest US military decoration awarded to individuals who, while serving in the US armed services, have distinguished themselves by conspicuous gallantry and courage at the risk of life, above and beyond the call of duty. Each decoration awarded represents an incontestable act of bravery or self-sacrifice involving obvious risk of life and, if the risk hadn't been taken, there would be no just grounds for censure. The President of the United States presents the award in the name of Congress. Originally authorized by Congress in 1861, it is sometimes called the "Congressional Medal of Honor."

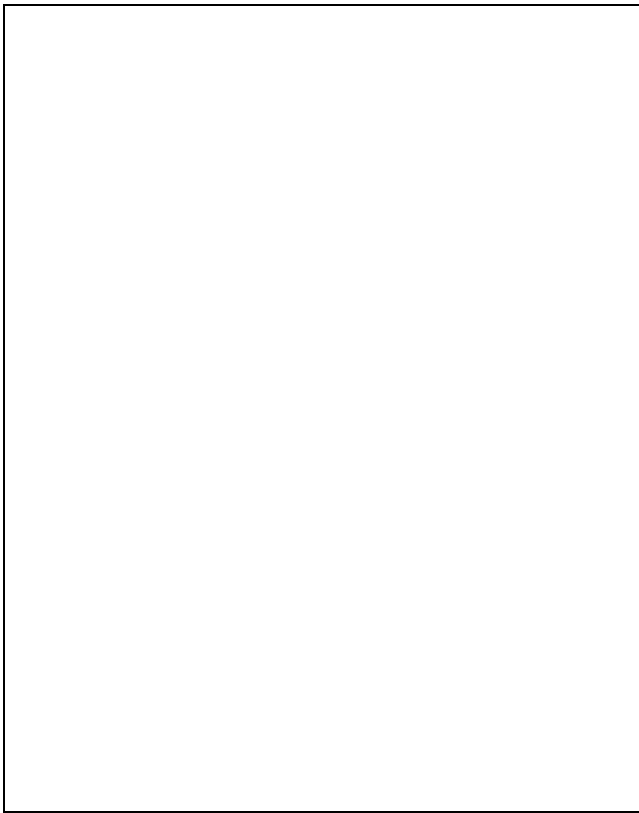
**3.14.1. Medal of Honor Recipients.** Five Air Force enlisted men have received the Medal of Honor for heroism displayed while serving their country. All five served as aircrew members: four in World War II and one in Vietnam.



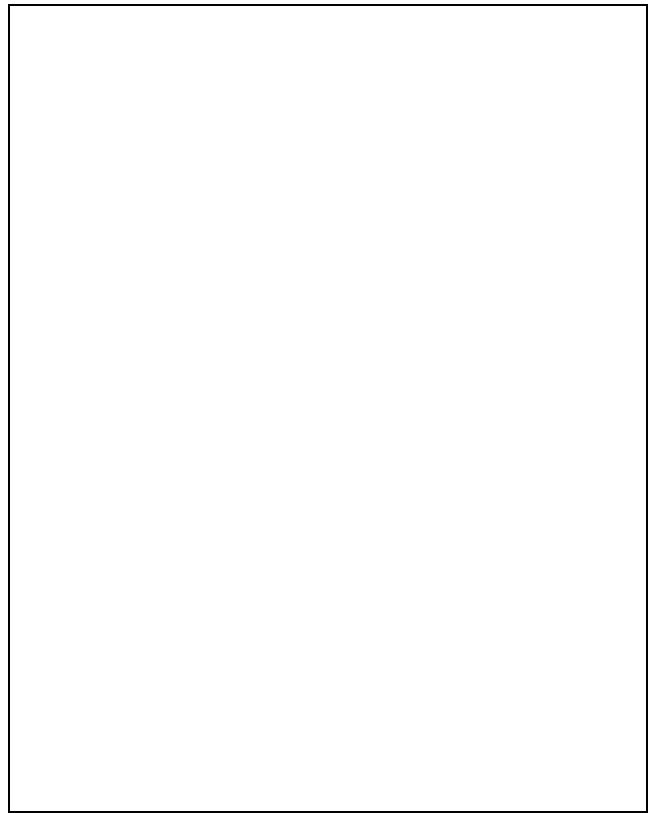
3.14.2. **Sergeant Maynard H. Smith.** Sgt Smith received his Medal of Honor for action over enemy-occupied Europe on 1 May 1943. When the aircraft on which he was a gunner was hit by enemy fire and set ablaze, the sergeant threw exploding ammunition overboard, manned workable guns until German fighters were driven off, administered first aid to a wounded comrade, and, wrapping himself in a protective cloth, completely extinguished the fire by hand.



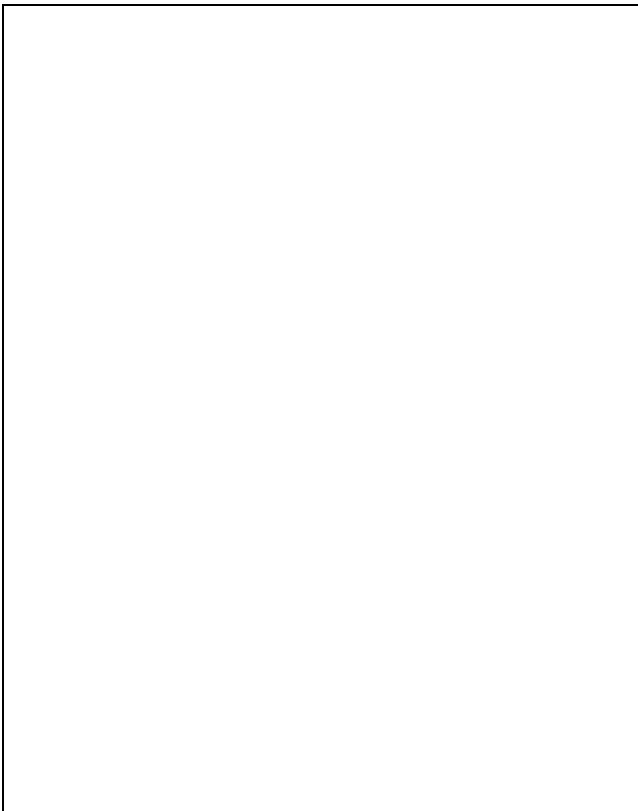
3.14.3. **Technical Sergeant Forrest L. Vosler.** While flying over Bremen, Germany, on 20 December 1943, Sgt Vosler took heroic action beyond the call of duty. When the aircraft in which he was serving as radio operator and gunner was severely damaged by anti-aircraft fire, he was painfully wounded in the legs and face. He initially volunteered to be thrown out of the aircraft to lighten the plane. Remaining with the aircraft, he managed to operate the radio and continued to send distress signals until the plane was ditched. Upon ditching, he saved the wounded tailgunner from certain death.



3.14.4. **Staff Sergeant Archibald Mathies.** Sgt Mathies earned his Medal of Honor while on duty over occupied Europe with the 8<sup>th</sup> Air Forces 351<sup>st</sup> Bomb Group on 20 February 1944. When the aircraft on which he was serving as engineer was severely damaged, the copilot killed, and the pilot wounded, he managed to fly the plane with the aid of the navigator. On the third attempt at landing, the plane crashed, and all three were killed.



3.14.5. **Staff Sergeant Henry E. Erwin.** Sgt Erwin received the Medal of Honor for heroic action over Koriyama, Japan, on 12 April 1945. As he was launching phosphorus bombs, one proved faulty and exploded inside the B-29 plane. Realizing that the aircraft and crew would be lost if the flaming bomb remained in the plane, he disregarded severe burning of his hands, carried the bomb to the copilots window, and threw it out.



3.14.6. **Airman First Class John L. Levitow.** On 24 February 1969, Airman Levitow was serving as loadmaster when his AC-47 aircraft was severely damaged by 82mm mortar fire over Long Binh, South Vietnam. Suffering from more than 40 shrapnel wounds in his back and legs, he observed a magnesium flare, thrown by the mortar blast, amid a jumble of spilled ammunition canisters. Despite loss of blood and partial loss of feeling in his right leg, Airman Levitow threw himself on the deadly device, hugged it close, dragged himself to the open cargo door, and hurled the flare through it. The flare ignited in the air in almost the same instant. His selfless act saved the crew and aircraft from almost certain death and destruction. Because of his heroic efforts, Airman Levitow became the lowest ranking airman in history to earn the Medal of Honor.

### **3.15. Air Force Cross Recipients:**

3.15.1. **Reasons for Award.** The Air Force Cross is awarded to United States and foreign military personnel and civilians who have displayed extraordinary heroism in one of the following situations: engaged in an action against a US enemy, engaged in military operations involving conflict with a foreign force, or serving with a friendly nation engaged in armed conflict against a force in which the United States is not a belligerent party.

3.15.2. **Number of Recipients.** Before 1960, when Congress established the Air Force Cross, enlisted

airmen received the Distinguished Service Cross for heroic actions. In the Vietnam era, countless airmen performed brave acts that were above and beyond the call of duty; however, of the enlisted airmen, only 19 received the Air Force Cross. Since 1975, only one airman has earned the award, bringing the total to 20 recipients.

3.15.3. **Airman First Class William A. Robinson.** On 20 September 1965, Airman Robinson, a helicopter mechanic, and his fellow crewmembers were attempting to hoist an American pilot, downed in North Vietnam, aboard their helicopter when it was hit by enemy gunfire and crashed. The entire crew survived but were captured as prisoners of war.

3.15.4. **Airman Third Class Arthur N. Black.** Pararescueman Airman Black was on the chopper with Airman Robinson assisting in the rescue attempt. He was imprisoned with the rest of the crew.

### **3.15.5. Airman First Class William H. Pitsenbarger:**

3.15.5.1. On 11 April 1966, near Cam My, Republic of Vietnam, Airman Pitsenbarger sacrificed his life to save nine others. A pararescueman on a helicopter evacuating American casualties from a dense jungle area, he voluntarily coordinated rescue efforts at the scene, ensuring the recovery operation proceeded smoothly. However, before all the wounded had been picked up, enemy fire hit the hovering rescue helicopter. The pilot made an emergency landing at an airstrip nearby, abandoning rescue attempts. Airman Pitsenbarger voluntarily stayed behind and tended the wounded amid heavy mortar and sniper fire. Continually exposed to intensive automatic fire, he collected weapons from fallen comrades for use by the remaining defenders. Even after he'd been wounded, Airman Pitsenbarger continued directing defensive efforts.

3.15.5.2. The Air Force Cross citation accurately reflects Airman Pitsenbarger's selfless act: "His bravery and determination in the face of overwhelming odds are in keeping with the highest standards and traditions of the American fighting man under attack." Because he gave up his own life in saving nine others, the Air Force Sergeants Association established the William H. Pitsenbarger Award for Heroism. It's awarded annually to recognize heroism among enlisted airmen.

3.15.6. **Airman Second Class Duane D. Hackney.** On 6 February 1967, Airman Hackney, a pararescueman, flew two sorties to rescue a downed American pilot from an extremely hostile area. On the first flight, despite the presence of hostile forces below, he voluntarily conducted a ground search for the survivor until an evacuation of the rescue forces was ordered. On the second flight,

Airman Hackney located the pilot, who was lifted into the helicopter. But enemy fire severely damaged the rescue crews helicopter as it departed the area. Without regard for his own safety, Airman Hackney fitted his parachute to the rescued pilot. He'd just located another parachute for himself and donned it when the helicopter was hit again, causing it to veer out of control. The force of the explosion blew Airman Hackney out of the helicopter; fortunately, he managed to deploy his parachute and land safely. He was later rescued by another helicopter crew.

3.15.7. **Sergeant Russell M. Hunt.** Helicopter mechanic Sgt Hunt sprang into action on 31 March 1967, when his aircraft was shot down while evacuating American and Allied ground forces. He aided increasing numbers of wounded men despite painful injuries and hostile fire. When enemy action forced the ground party to move, Sgt Hunt helped to carry his mortally wounded aircraft commander on an exhausting journey to the specified landing zone. Upon arrival, he again exposed himself to enemy fire to direct landings of the recovery helicopters. Sgt Hunt refused to leave until every seriously wounded man had been evacuated.

3.15.8. **Staff Sergeant Eugene L. Clay.** On 9 November 1967, Sgt Clay, a helicopter mechanic and his crew, undertook the extraction of a ground reconnaissance team at night during heavy enemy fire. With his helicopter seriously damaged, two others already shot down, and another extensively damaged from earlier rescue attempts, Sgt Clay unhesitatingly exposed himself to enemy fire to assist survivors to the aircraft. But the enemy closed in quickly and shot down the impaired helicopter before it could escape, killing Sgt Clay and the rest of the crew.

3.15.9. **Sergeant Larry W. Maysey.** Pararescueman Sgt Maysey was killed along with SSgt Clay and the rest of their crew while attempting to rescue survivors of earlier crashes.

3.15.10. **Sergeant Nacey Kent, Jr.** Near Pleiku, Republic of Vietnam on 5 May 1968, Sgt Kent, an AC-47 flight engineer, and his crewmembers were defending Pleiku Air Base against an enemy attack when their aircraft was irreparably damaged by an enemy projectile. Even though Sgt Kent suffered a broken leg in the ensuing crash, he aided the enlisted crewmembers in evacuating. He reentered the burning aircraft to carry the wounded navigator to safety. Sgt Kent then boarded the aircraft again to assist other crewmembers and fight the fire.

3.15.11. **Sergeant Thomas A. Newman.** During a rescue mission in Vietnam on 30 May 1968, Sgt

Newman, a pararescueman, descended voluntarily from his helicopter under hostile fire to rescue a downed Air Force pilot. Hindered by darkness and concentrated automatic weapons fire, he directed the helicopter to hover out of enemy range, to avoid being hit and disclosing the survivors location. When the chopper returned, Sgt Newman secured the downed pilot to the hoist and shielded him with his own body as they were lifted into the aircraft.

3.15.12. **Airman First Class Joel E. Talley.** On 2 July 1968, Pararescueman Airman Tally voluntarily descended from his helicopter into the jungle to rescue an injured, downed pilot. The downed pilot was in the midst of North Vietnamese Army regulars who had established gun positions around him to ensnare rescue helicopters. Four rescue attempts were thwarted, and a supporting fighter aircraft was shot down by enemy troops. On the ground, Airman Talley conducted an extensive search, located the injured pilot, carried him to the recovery site, and signaled his crew to hoist them into the helicopter. As they were being hoisted, enemy fire raked the chopper, scoring more than 40 hits and forcing it to depart the area with Airman Talley and the survivor fully exposed to hostile fire. Nevertheless, the rescue mission was a success.

3.15.13. **Technical Sergeant Victor R. Adams.** Aerial gunner Sgt Adams helicopter was downed by hostile ground fire, crashing in the dense jungle near Duc Co, Vietnam, on 27 November 1968. Ignoring his own injuries and the rain of enemy fire, he helped the copilot out of the burning aircraft and went back to rescue crewmembers still trapped inside. Sgt Adams returned once more and extracted another man from the wreckage before he was forced to abandon rescue efforts due to the severity of the fire and subsequent explosions.

3.15.14. **Airman First Class Charles D. King.** On Christmas Day, 1968, Airman King, a pararescueman, and his crewmembers set out to find a downed American pilot in Vietnam. When they located him, still in his parachute, Airman King volunteered to rescue him. On the ground, he freed the wounded pilot from his chute and secured him to the hoist. However, as they were waiting to be lifted, intense enemy fire severely wounded Airman King and endangered the lives of those aboard the helicopter. Because the crew was in peril, Airman King told the pilot to leave even though he was at risk of being captured or losing his own life. In fact, he was killed in action during this incident.

3.15.15. **Sergeant Michael E. Fish.** Pararescueman Sgt Fish was lowered through intense hostile ground fire into a mountainous, densely jungled canyon near Tuy Hoa AB, Vietnam, on 18 February 1969. His mission was to

care for and rescue four seriously injured Army helicopter crewmembers whose aircraft had been downed by enemy fire. Sgt Fish chose to remain on the ground overnight, facing attacks by enemy forces surrounding him. For over 15 hours, he treated the pilot, who was trapped in the wreckage, until he was freed.

**3.15.16. Technical Sergeant Donald G. Smith.** Sgt Smith, a pararescueman, started out to rescue a downed pilot from the Vietnamese jungle on 24 October 1969, but ended up saving most of his helicopter crew as well. When the rescue crew located the pilot, Sgt Smith descended to the ground where he attached the pilot and himself to the hoist. While being lifted up to the rescue aircraft, hostile fire severed the cable and sent them hurtling to the ground. Shaken but unhurt, Sgt Smith watched in horror as his chopper was shot down. Making his way to the crash site, he guided the survivors to a safe area and directed support fighters against enemy locations until another helicopter rescued them.

**3.15.17. Sergeant Theodore R. Hamlin.** As a radio operator, Sgt Hamlin was trying to coordinate the evacuation of several wounded soldiers in the Vietnamese jungle on the evening of 25 October 1969. Hit by enemy gunfire himself, he disregarded his wounds to help the others. After making contact with the rescuers, Sgt Hamlin went to the landing site and illuminated it so that the pilot would know precisely where to land. He then helped carry the wounded soldiers to the helicopter but refused to leave with them, choosing instead to fight side-by-side with those remaining for the rest of the night.

**3.15.18. Technical Sergeant Leroy M. Wright.** On 21 November 1970, the United States conducted a rescue mission at the Son Tay POW Camp in which Sgt Wright, a helicopter mechanic, took part. At the prison compound, enemy fire forced Sgt Wright's helicopter to make a rough landing, and he injured his leg. Despite his injury and the danger of the helicopter exploding, he let everyone else exit the aircraft before him. Joining the rescue mission, he expertly used his weapon to help Army combat troops advance to their target. Realizing that requesting assistance could jeopardize the mission, Sgt Wright, suffering intense pain, returned to the recovery area on his own. He was the only enlisted member who participated in this rescue mission to receive the Air Force Cross.

**3.15.19. Staff Sergeant Charles L. Shaub.** The mission for Sgt Shaub, loadmaster, and his C-130 crew on 15 April 1972 was to drop ammunition to US forces battling the enemy in the Vietnamese jungle. While enroute, the plane was hit by anti-aircraft fire which caused a potentially disastrous fire in the cargo area. Sgt Shaub instinctively jettisoned the explosive crates on

board. Within seconds of their exit, the crates exploded. He then began extinguishing the fierce fire within the plane. Although he'd suffered burns on his face, arms, and hands, he had the blaze under control within minutes. Sgt Shaub's actions saved the plane and his four crewmembers.

**3.15.20. Sergeant Charles D. McGrath.** Pararescueman Sgt McGrath was lowered from his helicopter on 27 June 1972, to rescue a badly wounded pilot downed in North Vietnam. He dragged the pilot to the recovery site, but the helicopter was hit by hostile fire, leaving the two men stranded. Using his rescue training, Sgt McGrath calmly directed air support to hold off the enemy until another rescue chopper arrived. When the rescue helicopter reached them, Sgt McGrath shielded the wounded pilot from enemy fire until they were safely inside.

**3.15.21. Staff Sergeant Jon D. Harston.** Sgt Harston, a helicopter mechanic, is the only airman to receive an Air Force Cross for heroic action during the USS Mayaguez incident. The Mayaguez had been seized by the Cambodian Armed Forces on 15 May 1975, and Sgt Harston's helicopter was involved in the recovery mission. His helicopter was hit by enemy fire and crash-landed on the shore of Koh Tang Island. Although Sgt Harston was wounded, he supervised evacuation of the Marines and crew from his helicopter.

**3.15.22. Technical Sergeant Timothy A. Wilkinson.** In the late afternoon of 3 October 1993, Sgt Wilkinson, a pararescueman with the 24<sup>th</sup> Special Tactics Squadron, responded with his crew to the downing of a US UH60 helicopter in the streets of Mogadishu, Somalia. Sgt Wilkinson repeatedly exposed himself to intense enemy small arms fire while extracting the wounded and dead crew members from the crashed helicopter. Despite his own wounds, he provided life-saving medical treatment to the wounded crewmembers. With the helicopter crew taken care of, he turned to aid the casualties of a Ranger security element engaged in an intense fire fight across an open four-way intersection from his position. Ignoring devastating enemy fire from multiple directions, he helped pull three wounded Rangers to a safe position where he began immediate medical treatment. His decisive actions, and personal courage and bravery under heavy enemy fire were integral to the success of all casualty treatment and evacuation efforts conducted in this intense 18-hour combat engagement.

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## Chapter 4

### EVOLUTION OF THE ENLISTED FORCE

**4.1. Introduction.** From the beginning of military aviation, the Air Force and its predecessors have insisted upon recruiting, training, and retaining only the most qualified and skilled enlisted personnel. This yearning for the best qualified meant accepting only those who scored highest on the standardized aptitude tests and structuring an enlisted force in which the majority were career NCOs. The Air Force has increasingly asked NCOs to become not only technical experts and good managers but also leaders in social change. It is difficult to fully appreciate these changes unless we know something of the historical context. Let's begin by examining the background of the NCO.

#### **4.2. Historical Development of the Noncommissioned Officer (NCO):**

4.2.1. From the time of the Crusades and the Roman Legions, NCOs have been the kingpins who keep their outfits moving. Caesar had his sergeants, and Napoleon's observation that "*every corporal carries a marshals baton in his knapsack*" is as appropriate now as it was then. In the more than 200 years the American Armed Forces have been in existence, the role of the NCO has seen considerable change. It is significant that the word "sergeant" is derived from the Latin word "sevire," meaning "to serve." Originally used in law, the term "serviens" in ancient times also meant a military servant. But the title was also applied to those who were a cut above the common soldier, yet not wealthy enough to qualify as knights. Their financial means were sufficient for them to be mounted, however. If one lost his horse, he became known as a "*lanz spessado*" or broken lance. He was then assigned to the foot soldiers, acting as a NCO and known as a "lance corporal" or "lance sergeant." Even in the very beginning, the NCO was a soldier recognized as a troop leader and an important link in the chain of command. Our Air Force has a rather short history under its present name, but the part played by men and women who fly and make it possible for others to fly goes a long way back. And the NCO has been--and continues--to play a significant role.

4.2.2. The role NCOs play in troop leadership is so important that they have distinctive grade insignia to identify them. The NCO chevron has changed a great deal since the Continental Army days, when the NCO was identified by a brightly colored ribbon tied around the arm. Through the years the American NCO's chevron has varied in design and been worn in different

locations. It has been worn not only above the elbow, as it is today, but also below the elbow. The inverted and curved chevron of today's Air Force gives you an appearance distinctive from that of the NCOs and petty officers of other branches of the US Armed Forces.

4.2.3. In the early days, with the increased complexity of military organizations, tactics, and weapons, delegation of responsibility to selected individuals in the enlisted ranks became necessary. As these responsibilities became fixed, recognition was awarded to the selected individuals in the form of distinctive rank, additional pay, and privileges. Initial responsibilities of selected enlisted personnel in the early American Military Service pertained to training in drill and the manual of arms and to the maintenance of discipline. These sergeants in the Continental Army were given a little more pay than other enlisted persons. In later years, when the importance of hygiene and sanitation were recognized, responsibilities in these areas were also assigned to NCOs.

4.2.4. After the Civil War, our nation entered an era in which military operations became technically complex. The repeating rifle, Gatling gun, and cannons required technical specialists to maintain and repair them. In the West, the Army depended upon an elaborate supply system to maintain outposts. No longer could soldiers live off the land or the local community. So the Army required specialists in the area of supply and messing. As enlisted personnel demonstrated skills and accepted responsibilities in their areas, the Army promoted them to NCO ranks with added privileges and pay. The NCO remained the backbone of the unit with respect to discipline and training.

4.2.5. During World War II, the tremendous demand for technical manpower presented a problem. To maintain extremely complex equipment, weapons, and systems, the services needed skilled specialists. This would prove to be a serious problem in 1947 for the newly established independent Air Force. Ever-increasing complexities of tasks and organization, application of specialization in function, and other factors emphasized the need for better control and supervision of personnel. In the American Armed Forces, the combination of technical training and the native skill of the airman answered that need. The effectiveness of these units was to a great degree influenced by the outstanding ability and dedication of these specialists.

4.2.6. In the past 20 years, the NCOs' role has become more difficult. No longer is the role of this group limited to technical proficiency. It is common for us to recognize NCOs as leaders today. What we often tend to forget is that NCOs have always had a place of leadership in the accomplishment of aviation development and social evolution.

### **4.3. Significant Accomplishments of Enlisted Personnel:**

4.3.1. **Aviation's Firsts.** The men and women of the enlisted force have served their country in support of American military aviation for many years and have always been the backbone of the flying services. The number of aviation "firsts" accomplished by NCOs is remarkable. In fact, Sergeant William Ivy was the first enlisted man to make an ascent in a balloon during the Spanish-American War. His mission was to verify that the Spanish Fleet was anchored in the bay. His flight preceded the formation of the Aeronautical Division by 9 years and confirmed the value of aircraft for uses such as reconnaissance, spotting artillery men, and observing troop movements.<sup>1</sup>

4.3.2. **Major NCO Accomplishments.** Sergeant Ivy is but one of the early airmen that we know anything about. However, there are many more who have played a large part in making our Air Force and the NCO corps what it is today. Still, their accomplishments are generally not known, even by NCOs. In this chapter, we'll highlight some of the major accomplishments of NCOs which have contributed to the growth and mission success of the Air Force.<sup>2</sup>

4.3.3. **Father of the Free-fall Back-type Parachute.** Master Sergeant Ralph W. Bottriell is considered the "master" of all parachute jumpers. When he made most of his jumps, flying was considered hazardous by most people and parachuting was out-and-out dangerous. Sgt Bottriell made his first jump from a hot-air balloon on 4 July 1902, before a carnival in Nashville, Michigan (6 years before the Wright Brothers' airplane flew). Only a boy of 16, he ascended by balloon with his parachute and, upon reaching a predetermined altitude, cut himself loose, falling to a successful landing. By the time he joined the service 7 years later, Sgt Bottriell had more than 200 jumps to his credit and was a famous jumper. His most dramatic jump occurred on 19 May 1919, at McCook Field, Ohio, when he became the first man to jump using a manually operated free-type parachute, which he developed himself. This was the first parachute

that could be opened after the jumper had cleared the plane and was the direct forerunner of the parachutes used in the Army Air Corps and in the Air Force today.<sup>3</sup>

4.3.4. **The First Enlisted Airman.** Corporal Edward Ward was the first enlisted man assigned to the US Army's Aeronautical Division of the Signal Corps, the forerunner of the US Army Air Corps. He was detailed for instruction in balloon manufacture at the balloon factory of Leo Stevens on 4 June 1907, more than a month before the formal founding of the Aeronautical Division. On 1 August 1907, the Chief Signal Officer of the US Army established the Aeronautical Division of the Signal Corps. This division was the beginning of the US Air Force and was originally composed of three men, one of which was balloon pilot Corporal Ward. By 1908, when the Wright Brothers brought the Flyer to Fort Meyer, Virginia, for tests, Ward had a detachment of nine men assigned to him. He and his men assisted the Wrights in maintaining the airplane until it crashed on 17 September 1908, fatally injuring Lt Thomas E. Selfridge. During World War I, Corporal Ward was commissioned and rose to the grade of captain. He retired from active service on 2 June 1930 with the permanent grade of first lieutenant.<sup>4</sup>

4.3.5. **The First Enlisted Pilot.** Corporal Vernon L. Burge holds a distinct place of honor in the aviation history of the United States. While stationed at Fort McKinley, Manila, Philippines, airplane mechanic Corporal Burge demonstrated a keen interest and aptitude to master the controls of early lighter-than-air craft. On 11 March 1912, under the instructorship of Lt Frank Lahm, he began flight training in a Wright Type-B biplane. On 14 June 1912, Corporal Burge successfully completed the required qualification examinations and was awarded Airplane Pilot Certificate Number 154, thus becoming the first enlisted pilot. In 1916, he was assigned to the 1<sup>st</sup> Aero Squadron as a member of the American Expeditionary Force in Mexico. He was promoted to captain in 1917 and served as an instructor pilot at Kelly Field and Rich Field, Texas. Burge continued his military flying career until 1925, and in his footsteps were to follow thousands of enlisted pilots, many of whom distinguished themselves in both war and peacetime.<sup>5</sup>

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<sup>3</sup> File Code: 16-B-2, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

<sup>4</sup> George E. Hicks, "The First Enlisted Airman" *Sergeants* (June 1989), pp. 10-12; and File Code: 16-B-19, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

<sup>5</sup> Colonel Vernon L. Burge Papers, Unpublished recollections "Early History of Army Aviation," courtesy USAF Museum, Wright-Patterson AFB, OH, Recompiled by Airmen Memorial Museum; and File Code: 16-B-4, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

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<sup>1</sup> George E. Hicks, "Stepping From the Past" *Sergeants* (August 1990), p. 6-10.

<sup>2</sup> George E. Hicks, "Only We Can Ensure Overdue Recognition" *Sergeants* (March 1989), p. 22-23.

4.3.6. **First Enlisted Aerial Fatality.** Corporal Frank S. Scott was the first enlisted man to lose his life in an air accident. He was killed at College Park, Maryland, 28 September 1912, while flying as a passenger with 2d Lt Lewis G. Rockwell who was performing a series of tests for military aviator ratings. In 1917, following the trend of naming military aviation fields after American Airmen, an Army Air Corp base, located near St. Louis, Missouri, was officially named “Scott Field.” Today, this base is known as Scott Air Force Base, the home of Air Mobility Command.<sup>6</sup>

4.3.7. **First Black Fighter Pilot.** During World War I, Corporal Eugene J. Bullard participated in some of the most heavily contested battles of 1915-1916 and earned the Croix de Guerre for heroism. He became the world's first Black fighter pilot on 17 May 1917, when he volunteered for pilot duty in the French Air Service. Assigned to Spad Squadron 93 and later to 85, he downed two German aircraft, but the kills weren't confirmed. In October 1919, Corporal Bullard was discharged from the Armed Forces of France, a French national hero of significant standing. During World War II, he joined the French underground and resistance movement.<sup>7</sup>

4.3.8. **Distinguished Enlisted Gunner.** Sgt 1<sup>st</sup> Class Fred Graveline was one of two World War I enlisted men to receive the Distinguished Service Cross and one of a small group of enlisted men who flew combat missions during World War I. Sgt Graveline volunteered to act as observer and aerial gunner because of the shortage of officer observers. Of his first 17 bombing missions, he successfully reached his objective 14 times and shot down two enemy aircraft. The tiny group of enlisted gunners/observers of which Sgt Graveline was the leading figure was the predecessor of the flood of enlisted aerial gunners who were to occupy the turrets and guns of World War II, Korea, and Vietnam.<sup>8</sup>

4.3.9. **The Cheney Award.** A great deal of publicity is given to the recipients of the Cheney Award; however, it is a little-known fact that the individual for whom the award is named, Lieutenant Bill Cheney, was once an enlisted man. A few days before the United States entered World War I, Bill Cheney enlisted. In less than a month, he was selected as a first sergeant and was

sent to Italy to set up the 8<sup>th</sup> Aviation Instruction Centre in Foggia, Italy. Between learning to fly Italian aircraft and instructing others, he received his commission. On 20 January 1918, he was killed when his plane collided with another American pilot during a training mission. The Cheney Award is presented annually for an “act of valor, extreme fortitude, or self-sacrifice in a humanitarian interest performed in connection with aircraft,” but not necessarily of a military nature.<sup>9</sup>

4.3.10. **First Recipient of the Cheney Award.** On its test flight from Langley Field, Virginia, on 21 February 1922, the *Roma*, at the time, the world's largest semidirigible, was in trouble. Nearing its home port, the giant airship suddenly dipped its metal nose into high tension wires. Flaming hydrogen erupted from the gas bag, and the airship blazed from stem to stern. Only 11 of the 47 passengers and crew survived the crash. An NCO was one who did. He slashed an opening in the flaming fabric and, although severely burned, risked his own life to rescue four others from the catastrophe. For his historic efforts, MSgt Harry A. Chapman, Army Air Corps, became the first recipient of the Cheney Award. He received the bronze disk that symbolizes the award from President Calvin Coolidge at the White House on 26 April 1928.<sup>10</sup>

4.3.11. **Air Base Established by an NCO.** In 1933, while assigned to March Field, MSgt Harley J. “Fogie” Fogleman was ordered by then Lt Col “Hap” Arnold to establish a bombing and gunnery range at Muroc Dry Lake, California. That September, he and 20 of his troops created the first remote camp at Muroc. “Fogie,” as he was nicknamed, remained in charge until 1940, when the land was turned over to the War Department. At that time, it was officially activated as the Muroc Bombing and Gunnery Range. Fogie served as the range's noncommissioned officer in charge (NCOIC) until he retired in 1942. After the war, the range became Edwards AFB, and today it is home of the Air Force Flight Test Center.<sup>11</sup>

4.3.12. **Enlisted Pilot Program:**

<sup>6</sup> File Code: 16-B-17, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

<sup>7</sup> File Code: 16-B-3, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

<sup>8</sup> Merle C. Olmsted, “An Airman to Remember” *Sergeants* (April 1981), p. 32-35; George E. Hicks, “Stepping From the Past” *Sergeants* (August 1990), p. 6-10; and File Code: 16-B-10, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

<sup>9</sup> 68-8 *Special Trophies and Awards Background Information* unpublished paper, Secretary of the Air Force, Office of Information, Internal Information Division, Washington, D.C.; File Code: 16-D-3, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL; and Mary Lyon Cheney Schofield, *The Cheney Award*, privately printed, Peterborough, NH, 1940, pp. 9-11.

<sup>10</sup> TSgt Dan Allsup, “The Cheney Award” *The Airman* (May 1984), p. 31; and Mary Lyon Cheney Schofield, *The Cheney Award*, privately printed, Peterborough, NH, 1940, pp. 1-9.

<sup>11</sup> Dr. Charles Gross, “Records Prove ‘Fogie’ Founded Edwards” Air Force Systems Command, *NEWSREVIEW*, (March 13, 1987), p. 8.

4.3.12.1. Public Law 99 was enacted 3 June 1941, by the 77<sup>th</sup> Congress authorizing the training of enlisted men as aviation pilots. On 20 August 1941, 183 enlisted men of the US Army Air Forces began pilot training just 2 months 18 days after Congress approved the program. The first pilot training class, 42-C, finished its training and graduated as staff sergeant pilots on 7 March 1942, one-half graduating from Kelly Field and the other half from Ellington Field in Texas. After graduation, the class was assigned to the 82d Fighter Group when it was first organized at Muroc, California. In the fall of 1943, the group proceeded to North Africa. Although one-half of the class was retained in the states to instruct other pilots, the other members of this class downed 130 enemy aircraft in aerial combat and produced nine of World War II's fighter aces.<sup>12</sup>

4.3.12.2. During the short time the enlisted pilot program existed, a total of 2,143 men graduated as sergeant pilots from 31 different bases across the country. The program ended effective with the graduation of class 42-J. All students graduating after that class were directly appointed as either flight officer or second lieutenant.<sup>13</sup>

4.3.12.3. During the war, graduating sergeant pilots were assigned to every conceivable type of flying job. At least 16 sergeant pilots were assigned as pilots for generals. In particular, one sergeant pilot, Charles J. Bennett, became the personal pilot of General Dwight D. Eisenhower; and another, Eddie R. Russell, performed similar duties for Field Marshall Montgomery. Many flew in P-38, P-39, P-40, P-47, P-51, and Spitfire-equipped fighter units. Many other sergeant pilots went to combat in A-20, A-36, B-17, B-24, B-25, B-36, and B-29 aircraft in Europe, Africa, China-Burma-India, and the Pacific.<sup>14</sup>

4.3.12.4. Records still being compiled show that at least 333 sergeant pilots served until retirement from either active military service or the Reserve forces. Of this number 1 is known to have retired in the grade of master sergeant; 2 as warrant officer, equivalent to the wartime rank of flight officer; 2 as second lieutenant; 5 as first lieutenant; 13 as captain; 80 as major; 141 as lieutenant colonel; 85 as colonel; 3 as brigadier general; and 1 as major general. At least two of the former sergeants did not elect to transfer over to the Air Force, but remained with the Army until retirement. One NCO took his

experience and skills to the Coast Guard, eventually retiring as a lieutenant commander.<sup>15</sup>

#### 4.3.13. **The First and Last Flying Sergeants of the US Air Force:**

4.3.13.1. When the Air Force separated from the Army in 1947, two "flying sergeants," MSgt Tom Rafferty and MSgt George H. Holmes, elected to switch to the new blue uniform. By doing so, they became the first and last flying sergeants the US Air Force ever had. Sergeant Rafferty, a 1933 flying school graduate, perished in a 1950 plane crash in the high sierras, leaving Sergeant Holmes, a 1921 graduate, as the lone NCO pilot. With his retirement in 1957, the enlisted-pilot era came to an end.<sup>16</sup>

4.3.13.2. Sgt Holmes was an extraordinary individual. He served in naval aviation as a machinist during World War I. That early association with aviation inspired him to immediately enlist in the Army Air Service after the war ended. He applied for flight training soon after he enlisted and, in 1920, began primary training at March Field as a cadet. After graduation, his class was discharged. Those like Holmes, who held prior rank, were given the option of reverting to that rank and remaining in the service. He opted for a discharge and became a civilian. Holmes returned to the Army in 1931, enlisting as a sergeant at Randolph Field. After securing special authority to fly as an NCO, he did so as a buck sergeant for nearly 9 years. In 1940, he was promoted to technical sergeant and rated as a command pilot. By March 1941, he was a master sergeant, and in 1942, he was promoted to captain. He rose to the rank of lieutenant colonel by the wars end and remained at that rank until 1946. Holmes then reverted to his previous rank of master sergeant at Kelly Field, where he remained until transferred to Brazil as the pilot and crew chief of the airplane assigned to the Joint US/Brazil Military Commission. He eventually retired in May 1957.<sup>17</sup>

4.3.14. **First Woman in the Air Force.** Esther M. Blake enlisted the first minute of the first hour of the first day regular Air Force duty was authorized for women on 8 July 1948, thus earning the distinction of being the "First Woman in the Air Force." Her active military career began in 1944 when she, a widow, joined her sons in uniform in the Army Air Force. She was quoted as saying that her reason for joining the Women's Air Corps was the hope of helping free a soldier from clerical

<sup>12</sup> J. H. MacWilliam, "Enlisted Pilots--A Forgotten Legacy, Part IV" *Sergeants* (January 1984), pp. 28-29.

<sup>13</sup> J. H. MacWilliam, "Enlisted Pilots--A Forgotten Legacy, Part V" *Sergeants* (March 1984), pp. 24-25.

<sup>14</sup> J. H. MacWilliam, "Enlisted Pilots--A Forgotten Legacy, Part VI" *Sergeants* (June 1984), pp. 15-17.

<sup>15</sup> J. H. MacWilliam, "Enlisted Pilots--A Forgotten Legacy, Part VI" pp. 15-17.

<sup>16</sup> Lee Arbon, "The Last U.S. Air Force Flying Sergeant" *Sergeants* (June 1984), pp. 17-18.

<sup>17</sup> Lee Arbon, "The Last U.S. Air Force Flying Sergeant" pp. 17-18.

work to fight, thus speeding the end of the war. If I can do this, she said my efforts will be worthwhile. She separated from the service briefly and returned to her civilian job in the mid-1940's. But she heeded a recall for women in the service and returned to an Army assignment at Fort McPhearson, Atlanta, Georgia. It was during this assignment that the Air Force became a separate branch of the service and women in the Air Force were authorized. Sgt Blake remained in the Air Force until 1954 when she separated from the service due to a disability.<sup>18</sup>

**4.3.15. The First Human Ejection Seat Test Jumper.** On 17 August 1946, First Sergeant Lawrence Lambert, a 29-year old in the Army Air Force, became the first human in the United States to be shot out of a high-speed aircraft with the aid of the newly developed pilot ejection seat. While flying over Patterson Field, Dayton, Ohio, at a true airspeed of 302 miles per hour and at an altitude of 7,800 feet, Sergeant Lambert squeezed the handle that started a series of automatic events that catapulted him from the plane. The ejector seat shot Lambert straight up at a speed of approximately 60 feet per second. Although this is only about 40 miles per hour, the speed must be reached almost instantly, which entails a rapid acceleration and a tremendous physical strain. For his act of valor, Sgt Lambert received the 1946 Cheney Award and the Distinguished Flying Cross; and, within a decade, he was the chief test jumper at the Air Force and Navy's joint parachute test facility at El Centro, California.<sup>19</sup>

**4.3.16. First Enlisted Aerial Gunner.** In early 1951, Sergeant Billie Beach became the first enlisted aerial gunner MiG killer. During the Korean Conflict, Communist China began sending MiG-15 jets against US Air Force B-29s attacking targets near the Yalu river. At the time it was unknown if a gunner using a .50-caliber machinegun on a propeller-driven bomber could down a jet fighter. Sgt Beach proved that it could be done. Several more MiGs were downed in Korea by enlisted gunners. And during the Vietnam conflict, two were killed by enlisted gunners on B-52s.<sup>20</sup>

**4.3.17. First Female Chief Master Sergeant in the US Air Force.** Grace A. Peterson has the distinct honor of being the first female chief master sergeant in the US Air Force. She first served in the Women's Army Auxiliary Corps (WAAC) during World War II and later in the Army. When the Air Force became a separate and

coequal service in September 1947, she, already a member of the Army Air Corps, said "the natural thing to do at the time was to make the transition from Army to Air Force." So, in June 1948, WAC Peterson became Sergeant Peterson, Women's Air Force (WAF). Administratively, the WAF was born nearly 11 months later than the official Air Force birth. Besides being the first female to be promoted to the newest and highest NCO rank in 1960, CMSgt Peterson was among the first women to attend and graduate from the Military Air Transport Service (MATS) NCO Academy.<sup>21</sup>

**4.3.18. First Supersonic Ejection Seat Test.** On 6 June 1961, Technical Sergeant James A. Howell of the 6511<sup>th</sup> Test Group (P), El Centro, California, participated as a volunteer human subject in the first premeditated live ejection test of the upward rotational supersonic "B" ejection seat. This test, accomplished from an F-106 aircraft at an altitude of 22,000 feet and a speed of 338 knots, required the highest degree of physical and mental conditioning and resulted in obtaining information which provided a high degree of reliability and confidence in the escape system.<sup>22</sup>

**4.3.19. Modern Military.** Once we know about the historical development of the NCO corps and some of the contributions made by NCOs, it is easier to understand how the fast pace of changes in military technology has challenged NCOs to develop more sophisticated technical and managerial skills. Moreover, major social changes, especially in the civil rights and women's movements, have significantly altered the demographic composition of the enlisted force and forced the Armed Forces to rethink how they could best assimilate minorities and women into the modern military. In the following sections we'll examine these issues.

## **4.4. Training:**

**4.4.1.** The airplane, one of the 20<sup>th</sup> century's most significant technological innovations, demanded a high level of maintenance and support. Therefore, when the aviation section of the Army Signal Corps first received its authorization for enlisted personnel in 1914, leaders decided against fresh recruits in favor of experienced volunteers from the Army. The new aviation division needed people it could immediately train in aircraft maintenance and did not want to wait for recruits to complete basic training. From that time forward, the

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<sup>18</sup> File Code: 16-B-1, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

<sup>19</sup> Jay Stuller, "Chariots of Fire" Air & Space Smithsonian (April/May 1989), pp. 86-95.

<sup>20</sup> File Code: 16-C-3, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

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<sup>21</sup> File Code: 16-C-5, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

<sup>22</sup> File Code: 16-G-7, USAF Enlisted Heritage Hall, Maxwell AFB, Gunter Annex, AL.

Army, and subsequently the Air Force, placed great emphasis on the skill level and technical training of its enlisted force.<sup>23</sup>

4.4.2. To accomplish this, the Army established centralized training facilities where it conducted formalized instruction. In 1917, the Army established a mechanics school at Kelly Field, Texas, and in 1921, it moved to Chanute Field, Illinois. From the beginning, the military leaders supported a training system that emphasized producing specialists rather than generalists. At Chanute, the mechanics school trained specialists in a number of fields. When the US Army Air Corps Act of 1926 was passed, the coursework still included general instructions in airplane maintenance. During the 1930's, the curriculum moved more and more toward specialty training. Given a choice between investing a great deal of time and money for training a few generalist-technicians, or quickly and inexpensively training many specialists, the Army Air Corps chose the latter. The tendency toward specialization remained through World War II and into the post-war era, driven not only by time and money constraints but also by the increasing complexity of the aircraft. These factors made it increasingly more difficult for a single individual to have a general knowledge of all critical systems.<sup>24</sup>

4.4.3. In 1947, because of heavy emphasis on technical training, the newly established Air Force also insisted on recruiting and accepting only the most qualified applicants. During World War II, the Army Air Forces wanted individuals who scored in the top 36 percentile on the classification and aptitude tests. In the 1950's, the Air Force instituted a quality-control program aimed at identifying only the most qualified recruits and eliminating, through reenlistment restrictions, those who proved untrainable. The Air Force has consistently had high standards for enlisted recruitment. Therefore, the Air Force was a strong critic of Federal programs like Project 1,000 and Project 100,000, because of the additional training burden they imposed. These projects allowed individuals from disadvantaged backgrounds, who scored low on the classification and aptitude tests, into the military. Once in military schools, they received

training designed to help them succeed when they returned to civilian life.<sup>25</sup>

#### 4.5. Military Technological Revolution:

4.5.1. The late 1940's and 1950's also saw the continuation and frequent acceleration of the technological revolution. In the decades following World War II, jet engines replaced propellers; computers and hand-held calculators replaced typewriters and slide rules; and advances in telecommunications made instantaneous worldwide communications a reality. During the war, the Army Air Forces' most sophisticated air weapon was the four-engine, propeller-driven heavy bomber (B29). Its most technologically advanced component was the Norden bombsight. Over the course of the next 40 years, the Air Force acquired an all-jet bomber force, missiles capable of delivering their payload thousands of miles away, and a mission in space.<sup>26</sup> And during the 1970's, the Air Force began experimenting with a new stealth technology that promised to fulfill the optimistic assertion that "the bomber will always get through" enemy defenses--past dreams of all those who served in the B-17s.

4.5.2. As generation after generation of weapons systems came on the scene, Air Force technicians responsible for maintenance and repair had to gain an increasing sophistication in their skills. Rapid changes in technology demanded constant training and retraining, as well as the ability and willingness to adapt to new technologies. Further, the computer revolution of the past two decades touched the jobs of everyone in the Air Force. The appearance of computers required new specialists--computer literacy became necessary.

#### 4.6. Social Changes:

##### 4.6.1. Racial Integration:

4.6.1.1. As dramatic as the technological changes were, and as significant as the initial creation of the distinctive

<sup>23</sup> The most comprehensive discussion of Air Force enlisted personnel policy and the development of a career NCO is Air Force Captain Mark R. Grandstaff's "A Great Way of Life: Personnel Policy, Professionalism, and the Creation of a Career Enlisted Corps in the United States Air Force, 1914-1956," Ph.D. diss., University of Wisconsin, 1992. See his first chapter, pp. 18-25.

<sup>24</sup> Mark Grandstaff, "Men, Planes, and the Foundation of Enlisted Personnel Policy, 1914-1945," (Unpublished manuscript. Washington, D.C.: Center for Air Force History), pp. 2-7.

<sup>25</sup> Grandstaff, "A Great Way of Life," 63-68; 86-87; 232-237; 293-299. James M. Gerhardt, *The Draft and Public Policy: Issues in Military Manpower Procurement, 1945-1970* (Columbus, Ohio: Ohio State University Press, 1971), pp. 21-221, 236-237; Lieutenant General Emmett O'Donnell, Jr., "The Personnel Program Today" *The Airman* (January 1959), pp. 5-6; Robert C. McNamara, *The Essence of Security: Reflection in Office* (New York: Harper and Row, "Air Training Command, Air Training Commands Support of Forces in Southeast Asia, 1961-1973" (History and Research Division of the Chief of Staff, HQ ATC, January 1978), pp. 21-23; William Leavitt, "Project 100,000: An Experiment in Salvaging People" *Air Force Magazine*, Vol .51, No. 1 (January 1968), pp. 59-64.

<sup>26</sup> Grandstaff, "A Great Way of Life," 272-275; 306-308.

enlisted force was, broad changes within society in general proved equally significant in determining the shape and demographic composition of the enlisted force. The civil rights movement, the Vietnam era, and the women's movement particularly affected the Armed Forces. Each of these obligated the Armed Forces to reflect upon themselves and reform many of their policies.

4.6.1.2. The Armed Forces were formally integrated during the late 1940's and early 1950's. On 26 July 1948, President Harry S Truman issued Executive Order 9981. This order did not directly call for integration of the Armed Forces; rather, it declared "*equality of treatment and opportunity to all persons in the Armed Forces without regard to race...*," as national policy. When asked a few days later if that meant integration, President Truman simply replied, "*Yes.*" Even before the President issued his Executive order, the Air Force was already moving in the direction of integration. Air Force leaders determined that segregation did not allow for the most efficient use of personnel. Further, as Major General Idwal H. Edwards, the service's first Deputy Chief of Staff for Personnel, stated, "*It was the right thing to do.*"

4.6.1.3. By most accounts, despite some negative incidents, integration in the Air Force continued rather smoothly. Many officers and enlisted members foreshadowed later tactics used by civil rights advocates when they insisted local businesses serve Black Air Force members. For example, during the 1950's, Black and White members would go into segregated local businesses and insist that both be served--similar to the sit-in strategy popularized later in the 1960's.<sup>27</sup>

4.6.1.4. The advent of integration, however, did not mean immediate full equality. As the civil rights movement expanded its goals from the specific demand for integration of public facilities to the more general call for social and political equality, the desire for more and quickened change grew in the Black community. The failure to achieve greater change led to increased frustration, especially among young people. The civil rights movement, which had initially adopted a philosophy of nonviolent protest in the mid-1960's, witnessed a shift to more incessant and eventually violent demands for change.

4.6.1.5. As the new generation of Blacks in the military

continued to press their demands, the Armed Forces had to respond. The Defense Race Institute (1971) and the Air Force Social Actions Program (1973) numbered among the answers. The Air Force Social Actions Program largely came about in response to the growing problems of race relations. These problems ranged from overt racial hostility to misunderstandings caused by a lack of cultural awareness.<sup>28</sup> The Defense Race Institute was formed to provide training to officers and enlisted members in the skills necessary to successfully deal with race- and human-relations problems and, in turn, to educate others.<sup>29</sup> The NCOs who, ultimately, had the most direct contact with those young airmen found themselves challenged to provide the leadership needed to help bring the Air Force through that period of transition.

4.6.2. **The Social Effect of the Vietnam Conflict on the Enlisted Force.** Throughout this era of profound social change, the Armed Forces also struggled to deal with the tensions and frustrations arising out of the US involvement in Vietnam. On the home front, an undercurrent of antimilitarism swept across the country, particularly on college campuses, and those in uniform found themselves the focus of anger and disgust with US policy in Vietnam.<sup>30</sup> The military, especially during the last 4 years of US involvement (1968-1972), faced the rebellion of young service members who resented being sent off to fight the most unpopular of US wars. Morale continued to suffer during the 1970's as a post-Vietnam backlash set in. Civilians and military alike began to question the proper role of the US military in the world. The antimilitary feelings born of the Vietnam conflict were slow to subside. Again, it was the immediate supervisors, the NCOs, who found their leadership abilities challenged repeatedly.

4.6.3. **The All-Volunteer Force and Women.** As the civil rights movement pushed all services to provide equality of treatment for minority members, the women's

<sup>27</sup> Alan L. Gropman, *The Air Force Integrates, 1945-1964* (Washington, D.C.: Office of Air Force History, 1978), pp. 86-142; USAF Oral History Interview, Call number K239.0512-915, General Idwal H. Edwards, interviewed by Maj Alan Gropman, 10 February 1973, p. 10, in the Historical Research Center, Maxwell AFB, Alabama.

<sup>28</sup> See Sgt Craig Pugh and Robert K. Ruhl, "Up Front--Where the Action Is" *The Airman* (February 1981), pp. 37-42. See also Jacob Neufeld and James C. Hasdorff, "The View from the Top: Oral Histories of Chief Master Sergeants of the Air Force," in David R. Segal and H. Wallace Sinaikos *Life in the Rank and File: Enlisted Men and Women in the Armed Forces of the United States, Australia, Canada, and the United Kingdom*, (Washington, D.C.: Pergamon-Brassey, 1986), pp. 123-24.

<sup>29</sup> Bernard C. Nalty, *Strength for the Fight* (New York: The Free Press, 1986), pp. 318-319.

<sup>30</sup> A recent work on the antiwar movement is Charles DeBenetti, *An American Ordeal: The Antiwar Movement of the Vietnam Era* (Syracuse, New York: Syracuse University Press, 1990). See also Major Joseph W. Kastl, "Antimilitarism in the Age of Aquarius" *Air University Review*, Vol. XXIII, No. 1 (November-December 1971), pp. 32-38; Herman S. Wolk, "Antimilitarism in America" *Air University Review*, Vol. XXIII, No. 4 (May-June 1972), pp. 20-25.

movement more specifically addressed equal treatment for women in the Armed Forces. Consequently, after the initiation of the all-volunteer force and with the great numbers of women entering the services, the Armed Forces faced the challenge of integrating women more fully into their force structure. During most of the 1960's, the Air Force limited women, both officer and enlisted, to a narrow range of Air Force specialty codes (AFSC)--predominately in the administrative, personnel, information, and medical fields. Women were prohibited from serving in intelligence, weather, flight attendance, equipment maintenance, or control tower AFSCs even though they had served in many of these fields during the war and into the 1950's.<sup>31</sup> The proposed Equal Rights Amendment to the Constitution in 1972 signaled an effort in the United States to tear down so-called gender barriers preventing women from advancing socially and economically. In that general climate, the services were pushed to respond as well. The Air Force, for example, opened many hard-to-fill technical fields, even those involving work on the flight line, to enlisted women.

#### 4.7. The Development of a Career Force:

4.7.1. **History.** In addition to technological and social changes affecting personnel policies and the makeup of the enlisted force, the need to create and develop a highly skilled, diverse, responsible, and stable core of NCOs led personnel planners and NCOs to work out a plan for professionalizing the enlisted force. The services goal was to shape an enlisted force that would best meet the requirements of the service, while, at the same time, providing career opportunities for those who chose to serve. Beginning in the late 1940's, some of the major changes were aimed at increasing retention and making the Air Force a better place in which to live. Congress passed laws for better housing, health care, promotions, and pay. Changes in personnel policies included, among other things, the development of a new classification and promotion system, new grade insignias, the introduction of E-8 and E-9 pay grades, the appointment of senior enlisted advisors, and the establishment of the position of the Chief Master Sergeant of the Air Force.

4.7.2. **Structure.** The Air Force has always favored an enlisted force structure with a high percentage of senior NCOs. Beginning in the 1920's, the Army Air Service, compared to the other Services, preferred a "top-heavy" enlisted grade structure. Military leaders believed the technological demands of the airplane and length of training to make personnel proficient required a more

senior, highly skilled and experienced enlisted force.<sup>32</sup> From its inception in 1947, one of the chief goals of the Air Force was to create a stable, well-trained cadre of career-bound NCOs. The Air Force formally expressed this policy in the early 1960's when it announced a program to stabilize the enlisted force structure--"55/45 Air Force." The program envisioned an enlisted force consisting of 55 percent career airmen and 45 percent first-term airmen. The Air Force believed that such a balance would answer both the services needs for highly skilled enlisted members and still provide for adequate promotion opportunities.<sup>33</sup> Although the percentage of career airmen versus first-term airmen has varied over the years, the 55/45 balance has remained the standard.

#### 4.7.3. The Airman Career Program:

4.7.3.1. **New Classification System.** Central to the creation of the career program was a new classification system that tied enlisted personnel to distinct career paths known as Air Force specialties--each job received a specialty code. In the late 1950's, the Airman Career Program replaced the old Army classification system used during World War II. This program provided a means for supervisors to rate enlisted personnel by skill level (merit), as well as time in service and time in grade (longevity).<sup>34</sup>

4.7.3.2. **New Promotion System.** Hand in hand with the Airman Career Program was the introduction of a new promotion system. Initially, the Air Force retained the Army's promotion system that based promotions on unit or squadron vacancies. In 1953, the Air Force dropped the unit vacancy rule in favor of a system of centralized promotions. The centralized system set quotas within career fields and individual specialties with the idea of reducing overages in any field or specialty by attrition and a program of retraining.

4.7.3.3. **New Grade Insignia.** During the late 1940's, the Air Force introduced other changes to promote a sense of identity and esprit de corps within the enlisted force. It adopted the distinctive V-type grade insignia in 1948, replacing the Army stripes. The following year, it introduced a new uniform designed to look like "a dignified, uncluttered, military business suit." Although some enlisted members mourned the discarding of the Army style shoulder patches and the traditional "pinks and greens," the new uniform gave the enlisted force a

<sup>31</sup> Major General Jeanne Holm, *Women in the Military: An Unfinished Revolution* (Novato, California: Presidio Press, 1986), pp. 175-185, 246-288, 313-346; and Grandstaff, "A Great Way of Life," 237-240.

<sup>32</sup> Grandstaff, "A Great Way of Life," 41-44

<sup>33</sup> TSgt John K. O'Doherty, "The 55/45 Air Force" *The Airman* (March 1960), pp. 10-13

<sup>34</sup> Grandstaff, "A Great Way of Life," 275-286.

distinctive Air Force look. In 1950, the Air Force began calling enlisted members “airmen,” rather than “soldiers.” Many titles throughout the service included the word “Air.”<sup>35</sup> In 1952, the Air Force implemented the new grade titles of airman basic through master sergeant.<sup>36</sup>

#### 4.7.3.4. *Self-Identity. NCOs Defining Who They Were:*

4.7.3.4.1. Within a year of the Air Force’s separation from the Army, air planners began working on two programs that eventually laid the unifying groundwork for making the NCOs a professional body. First, they adopted “management training” as a precursor for officer and NCO education. Second, the Airman Career Program introduced the notion of career ladders based upon skill progression and tied it to the NCO promotion system. A professional NCO by definition had to be an expert in his or her military job and increasingly a trained manager of military resources. More importantly, NCOs began to see themselves as members of a military profession.<sup>37</sup>

4.7.3.4.2. Although the Air Force had collaborated with the Military Service Publishing Company in producing a handbook for NCOs and airmen as early as 1948, by 1953, there were still no specific definitions of NCO duties. In early 1953, planners asked NCOs to prepare a regulation identifying NCO responsibilities. Essentially, the definitions that emerged described individuals who were both leaders and managers. They could work without supervision, understand complex job-related problems, and train subordinates in technical and military subjects. Regardless of whether they were dental technicians, personnel specialists, or electronics technicians, NCOs were also military leaders. Hence, the definition called for them to conduct drill and ceremonies, understand the Uniform Code of Military Justice, and become thoroughly familiar with the history of their unit.<sup>38</sup>

4.7.3.4.3. Since planners gave no instructions on how to implement this new regulation, MAJCOMs and units began devising programs of their own. A survey of NCOs at Scott AFB, Illinois, resulted in guidance that reemphasized the privileges, authority, and responsibilities of NCOs. Master sergeants were exempted from most additional duties, including retreat formations, while technical sergeants and staff sergeants

performed duties such as barracks chief, mess count, and quarters inspector.

4.7.3.4.4. NCOs received head-of-the-line privileges in pay lines, in retreat formations, and in mess halls. They could also cash checks without an officers endorsement and were not restricted by distance of travel during their off-duty time. Some wings established separate “NCOs only” tables at their mess halls and separate rooms for single NCOs. Finally, like officers, “*the word of NCOs*” was directed by the Scott AFB installation commander to be “*accepted, without question, by all personnel.*”<sup>39</sup>

4.7.3.4.5. Other bases also contributed new ideas for boosting NCO status. Some commanders formed NCO advisory councils in which participants discussed problems and solutions to Air Force life, and many installation commanders assigned officers’ jobs to NCOs. At Sampson AFB, New York, Major General Richard Lindsay assigned four NCOs to take over the jobs of supply officers. In the Continental Air Command headquarters, two MSGts took charge of the records management program and received commendation medals for handling jobs usually assigned to field grade officers. At Kelly AFB, in the Continental Military Air Transport Service Command, the commander assigned each NCO the job of “training specialist.” Each NCO was now responsible for the complete training of five subordinates and would recommend promotion action for each.<sup>40</sup>

#### 4.7.3.5. *Creation of the Grades of Senior Master Sergeant (SMSgt) and Chief Master Sergeant (CMSgt):*

4.7.3.5.1. By the late 1950’s, the Air Force faced two related personnel problems: promotion stagnation and the sometimes less than clear status of its warrant officers. The first problem was the severe promotion stagnation in most career fields caused by the massive influx of personnel during the Korean Conflict buildup (known later as the “Korean hump”). The effect on morale of this promotion stagnation was extremely negative. Secondly, the Air Force had a number of warrant officers whom it really did not know how to categorize. Should they be treated as officers or enlisted members?<sup>41</sup>

4.7.3.5.2. In 1958, Congress alleviated both of these problems by creating two new enlisted grades: SMSgt (pay grade E-8) and CMSgt (pay grade E-9). Rather

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<sup>35</sup> Callendar, p. 169.

<sup>36</sup> Grandstaff, “A Great Way of Life,” 283-284.

<sup>37</sup> Grandstaff, pp. 407-408.

<sup>38</sup> Grandstaff, pp. 379-380.

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<sup>39</sup> Grandstaff, pp. 380-381.

<sup>40</sup> Grandstaff, pp. 381-382.

<sup>41</sup> Grandstaff, pp. 290-293.

than promoting senior supervisory NCOs to warrant officers, the Air Force could now promote highly qualified NCOs to SMSgt and CMSgt. Although added responsibility did not come immediately with the new grades, they increased the possibility of NCOs gaining more responsibility over the following decades.<sup>42</sup>

4.7.3.6. **Implementation of the Weighted Airman Promotion System (WAPS).** Although the creation of the two top enlisted grades helped alleviate some of the promotion stagnation problems, it did not solve them. By the late 1960's, the so-called Korean hump was again causing problems. The promotion system within the Air Force was neither systematic nor well understood by enlisted personnel.<sup>43</sup> Despite efforts to explain the system and improve it, complaints mounted until they captured the attention of Congressman L. Mendel Rivers, the Chairman of the House Armed Services Committee. He held a series of hearings; and, as a result, the Air Force (and the Army) initiated a major revision in its promotion policy. The Air Force adopted WAPS in 1970. It made promotion contingent on a number of clearly defined weighted criteria, such as test scores and time in grade. This more objective system worked to significantly reduce the number of complaints.<sup>44</sup>

4.7.3.7. **Implementation of the Total Objective Plan for Career Airman Personnel (TOPCAP).** To reduce the Korean hump, the Air Force then adopted TOPCAP. Implemented during Fiscal Year 1973, TOPCAP initiated an "up-or-out" career path for NCOs, similar to the program for officers. TOPCAP set a high-year-of-tenure mark for the various enlisted grades. For example, under the original TOPCAP plan, SSgts could serve 20 years before being required to retire, while CMSgts could serve 30 years. (The Air Force approved a revised TOPCAP plan in 1991.) The combination of WAPS and TOPCAP aimed at creating an ideal enlisted force structure, which balanced experience levels with opportunities for advancement.<sup>45</sup>

4.7.3.8. **Increased Responsibility for Senior NCOs.** Also, in the early 1970's, the Air Force addressed the issue of increased responsibility for senior NCOs. Since the creation of the grades of SMSgt and CMSgt in the late 1950's, individuals holding these grades complained they were not granted responsibilities commensurate with their grade. One answer that a number of MAJCOM and wing commanders adopted individually, which later became an Air Force policy, was the practice of choosing a senior enlisted advisor. These individuals worked with and advised commanders on all matters relating to the enlisted force.<sup>46</sup>

4.7.3.9. **Creation of the Position of Chief Master Sergeant of the Air Force (CMSAF).** The idea of creating a CMSAF position had surfaced in the Air Force as early as 1964 when the Air Force Associations Airman Advisory Council presented the idea to the Air Force.<sup>47</sup> At that time, Air Force leadership rejected the proposal, fearing that such a position might undermine the formal chain of command. Purposeful action in the Air Force did not come until 1966 when Congressman Rivers introduced a bill that would mandate each of the services to appoint a senior NCO. Congressman Rivers became convinced that the Air Force needed to follow the example of the Marine Corps (which had created the position of Sergeant Major of the Marine Corps in 1957) and the Army (which had created the position of Sergeant Major of the Army in 1965) and appoint a senior enlisted advisor to the Chief of Staff of the Air Force. Although the Rivers bill never passed, the Air Force recognized the tremendous support behind the proposal. On 24 October 1966, Air Force Chief of Staff General John P. McConnell announced the creation of the position of CMSAF. In April 1967, Chief Paul W. Airey became the first to wear the unique insignia with the wreath around the star.<sup>48</sup> Over the next decade, support for the office grew among both the senior Air Force leadership and within the enlisted force. The creation of this office, as well as the appointment of senior enlisted advisors and the granting of more responsibility to all senior NCOs, represented the Air Forces concrete recognition of the professionalism of its enlisted force, especially its NCOs.

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<sup>42</sup> Callendar, "Evolution," p. 173.

<sup>43</sup> Several articles appeared in *The Airman* during the 1960's attempting to explain the Air Forces promotion policy. These included TSgt John K. ODoherty, "The 55-45 Air Force" *The Airman* (March 1960), pp. 10-13; Unknown Author, "Prospects for Promotion: What's the Picture?" *The Airman* (March 1961), pp. 44-48; MSgt Ken Allen, "The Whole Man Concept:" *The Airman* (July 1966), pp. 8-13.

<sup>44</sup> See Major Thomas A. Kustelski, "Our Goal: Promote the Best with the Best System" *Air University Review*, Vol. XXI, No. 6 (September-October 1970), pp. 6-13; MSgt Loren B. Leonberger, "A New Look at WAPS:" *The Airman* (June 1971), pp. 33-35.

<sup>45</sup> See Major Norbert R. Kaus, "They Call It TOPCAP" *The Airman* (September 1971), pp. 11-15; and Neufeld, "View from the Top," pp. 128-129.

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<sup>46</sup> Neufeld, pp. 125-26, 130.

<sup>47</sup> Neufeld, pp. 124-25.

<sup>48</sup> "The Chiefs" *Aerospace Heritage*, Vol. 1, No. 1 (Washington, D.C.: Air Force Association, 1984), pp. 5-7.

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## Chapter 5

### CAREER NCO

**5.1. Introduction.** This chapter covers a wide range of subjects that bear directly on your career as a member of the military profession. It begins by exploring what it means to be a noncommissioned officer (NCO); examines the general responsibilities of an NCO, and briefly describes those special positions of trust NCOs may hold. This chapter then covers in some detail those programs and areas that are of central career importance, including assignments, promotions, reenlistments, the Enlisted Evaluation System (EES), and professional military education (PME). This chapter should provide much of the information you need to make appropriate career-related decisions and to properly counsel your subordinates.

**5.2. NCO Roles and Responsibilities.** The NCO occupies an important position within the structure of a military unit. Your job as an NCO is to implement approved policy by leading airmen of lower grade. You are in a position to strongly influence their decisions and positively affect the quality of their work. You can impress upon them the meaning of traditions and customs in the military service, and you are the logical person to create a high state of morale, discipline, and esprit de corps in your unit.

#### 5.2.1. Chain of Command:

5.2.1.1. The chain of command is a system designed to resolve problems at the lowest possible level. It provides the control and communication links necessary to accomplish the mission. Each “link” in the chain of command is a level of responsibility and authority that extends from the President, as Commander in Chief, down to each supervisory level. Different levels within the chain have different responsibilities and authority. Each level in the chain is responsible for a lower level and accountable to a higher one. The chain of command can’t work without loyalty at each level.

5.2.1.2. Everyone in the military is a part of the chain of command and must use it properly. If you need help with a problem, start with your supervisor. In most cases, you will find a solution or receive the necessary guidance at this level. If your supervisor can’t help, move up the chain of command until you contact someone who can. When you use your chain of command, you should request assistance at each level before moving to the next. As a courtesy, you should also inform the people you’ve contacted at lower levels of your decision to move up your chain of command before doing so.

5.2.1.3. As an NCO, you must teach your subordinates to use the chain of command. If they have problems and seek your assistance, try your best to help them. If you cannot resolve their problems, immediately seek help from your supervisor. Although not absolutely mandatory, you and your subordinates should always try to use the chain of command before resorting to other courses of action, such as using The Inspector General Complaint Program or commander’s open door policy. If you can’t resolve a problem using your chain of command, then use these other programs. Remember, you must make every effort to resolve problems at the lowest possible level and as quickly as possible. Do not shirk your responsibilities as a leader and an NCO.

#### 5.2.2. NCO Grade and Precedence:

5.2.2.1. The term “airman” distinguishes you as an Air Force member in the same manner as “soldier” defines Army personnel and “sailor” represents Navy personnel. NCOs are airmen in the grades of sergeant (Sgt) through chief master sergeant (CMSgt). Leadership responsibility normally rests with the senior ranking person. This stems from military tradition. It does not in any way detract from other NCOs or airmen, nor does it lessen their responsibility to conduct themselves as model professionals and leaders.

5.2.2.2. When determining precedence among Air Force NCOs of equal grade, the date of rank is the deciding factor; the earliest date indicates the ranking individual. Between individuals with the same date of rank, the NCO with the most total active Federal Military Service (TAFMS) is the ranking person. If TAFMS is also the same, then the earliest date of birth is the deciding factor. The Chief Master Sergeant of the Air Force (CMSAF) is the senior Air Force enlisted member and takes precedence over all other enlisted members while serving in this position. To determine relative rank among NCOs of different services, use grade, date of rank, TAFMS, and date of birth, as specified above.

5.2.3. **Authority of NCOs.** As members of the profession of arms, all enlisted members are sworn to support and defend the Constitution of the United States. NCOs, because of their grade and the authority of that grade, carry out the orders of their superiors. NCOs also have the authority necessary to exercise leadership corresponding to their grade and assigned responsibility. They exercise this by effectively employing the people, materiel, equipment, and other resources under their

control. They represent the Air Force NCO corps to all with whom they come in contact. Personal integrity, loyalty, dedication, devotion to duty, and leadership must remain above reproach at all times. As leaders, NCOs must uphold Air Force policies, traditions, and standards. The NCO should, by word and example, exemplify the Air Force as a career and a way of life. The NCO is both a model for subordinates and an ambassador to the civilian community.

5.2.3.1. **Legal Authority.** The Uniform Code of Military Justice (UCMJ) establishes the NCOs principal legal authority. The authority to give orders stems from the punitive articles, which provide punishment for insubordinate conduct or failure to obey a lawful order. Articles 91 and 92 are keys to NCO authority. NCOs may give orders in the performance of their duties. A deliberate failure to obey orders that they issue by those to whom their authority extends is an offense under the UCMJ, Article 91. Also, other failures to obey the orders of an NCO may be offenses under the UCMJ, Article 92. NCOs have apprehension authority as permitted under UCMJ, Article 7.

5.2.3.2. **Earned Authority.** In addition to legal authority, there exists the authority leaders earn for themselves. Through their exceptional dedication to professionalism, integrity, and duty, NCOs earn the respect of their superiors, peers, and subordinates. They are viewed as leaders--superiors and peers seek out these NCOs for advice. More importantly, they have the trust, respect, and admiration of their subordinates. Others are willing to follow these leaders in the most difficult of situations. Earned authority is the most difficult type of authority to achieve, but it is probably the most rewarding and successful.

5.2.4. **General NCO Responsibilities.** Historically, military leaders have considered NCOs to be the most important part of their organizations. For many of today's Air Force leaders, this belief remains unchanged. As we mentioned earlier, the NCO holds an important position within the structure of an Air Force unit. Therefore, the successes or failures (and strengths or weaknesses) of a unit directly reflect the effectiveness of its NCOs. As an NCO, you must do the following:

5.2.4.1. Attain and maintain a skill level equal to your grade, and maintain a high degree of proficiency in your awarded specialty (or chief enlisted manager (CEM) code for CMSgts). (See chapter 16.)

5.2.4.2. Secure and promote PME for yourself and for your subordinates: develop and cultivate leadership and specialty skills.

5.2.4.3. Develop, maintain, and apply Air Force leadership and supervisory techniques in support of mission objectives. Learn and fully implement the principles of Quality Air Force (QAF). Make your workplace a center for excellence by creating an atmosphere that promotes initiative, creative solutions, and the desire to constantly improve work procedures in response to your customers demands. (See chapter 15.)

5.2.4.4. Possess a thorough understanding of Air Force standards, customs, and courtesies while always striving to maintain ideal standards of behavior, personal conduct, loyalty, and personal appearance. It is much easier to enforce standards when you live by them. (See chapters 7 and 8.)

5.2.4.5. Ensure proper custody, care, and safekeeping of property or funds entrusted to your possession or supervision. (See chapter 17.)

5.2.4.6. Accept and execute duties, instructions, responsibilities, and orders on a timely basis with minimum supervision. The example you set as an NCO directly impacts on how your subordinates will view Air Force leadership.

5.2.4.7. Be familiar with the UCMJ and the Manual for Courts-Martial. (See chapter 11.)

5.2.4.8. Be familiar with the mission and history of the Air Force and your present unit of assignment. (See chapters 1 and 3.)

5.2.4.9. Be familiar with drill and ceremonies and Air Force protocol procedures. (See chapter 7.)

5.2.4.10. Understand and actively support the Air Force human resources development programs such as Equal Opportunity and Treatment and Human Relations Education as outlined in AFI 36-2701, *Social Actions Program* (formerly AFR 30-2). Counsel subordinates on matters relating to substance abuse. (See chapters 9 and 14.)

5.2.4.11. Actively participate in Air Force health and safety programs by counseling members on any conduct, on or off duty, which may be unhealthy or unsafe. You must also instruct subordinates in the safe practices observed in daily operations and enforce these standards and regulations. (See chapter 19.)

5.2.4.12. Promote and employ all accepted mishap prevention techniques to eliminate or reduce the number and frequency of mishaps in all activities, both on and off duty. NCOs should act positively to eliminate any potential hazard. (See chapter 19.)

5.2.4.13. Plan, develop, conduct, and supervise individual and group training in technical subjects. The success of your subordinates and unit is often directly related to the importance you place on training. (See chapter 16.)

5.2.4.14. Assist subordinates in adjusting to their military environment and their unit of assignment. Visit dining facilities, chapel centers, recreation facilities, dormitories, and enlisted clubs to acquire a better understanding of opportunities and problems confronting your personnel. Resolve personal problems of subordinates by direct assistance or by referral to appropriate agencies. (See chapters 5, 6, 12, and 14.)

5.2.4.15. Observe, counsel, and correct subordinates about duty performance, professional relationships, and personal appearance, both on and off duty. (See chapters 8, 10, and 14.)

5.2.4.16. Ensure you take appropriate action when the behavior or duty performance of a subordinate is marginal or substandard. Failure to do so will result in your leadership abilities coming into question--most importantly by your subordinates. (See chapter 8.)

5.2.4.17. Recognize and reward those subordinates whose military conduct, bearing, and performances clearly exceed established standards. (See chapter 7.)

5.2.4.18. Actively participate in programs offered through the education office, especially the Community College of the Air Force. Encourage your subordinates to actively participate. (See chapter 6.)

5.2.4.19. Exercise your right to participate in elections for which you are eligible. Ensure your subordinates are aware of and afforded the same opportunity. (See chapter 8.)

5.2.4.20. Participate in and support the activities of the NCO club to strengthen the bonds of the NCO corps. Membership in the NCO club is encouraged. (See chapter 6.)

5.2.4.21. Support and promote Air Force policies regarding physical fitness. (See chapter 10.)

#### 5.2.5. Special NCO Positions:

5.2.5.1. ***The Position of First Sergeant.*** Only senior noncommissioned officers (SNCO) are eligible for selected retraining as an Air Force first sergeant. AFR 39-16, The First Sergeant (projected to be AFI 36-2113) contains USAF policy and procedural guidance for first sergeants. These top SNCOs hold the time-honored position of trust and responsibility as the enlisted liaison

between the commander and unit personnel. As this vital link, the first sergeant is responsible for ensuring all enlisted personnel know their commander's policies and represent the interests of unit enlisted personnel to the commander. The first sergeant promotes enlisted welfare, morale, and health by working special issues with base agencies. The first sergeant assists the commander in maintaining discipline and standards of conduct and provides professional guidance on matters of leadership, military justice, and customs and courtesies. A distinguishing diamond insignia (figure 5.1) identifies those SNCOs selected and specially trained for this responsible position. The diamond logo (figure 5.2) is commonly associated with the first sergeant.

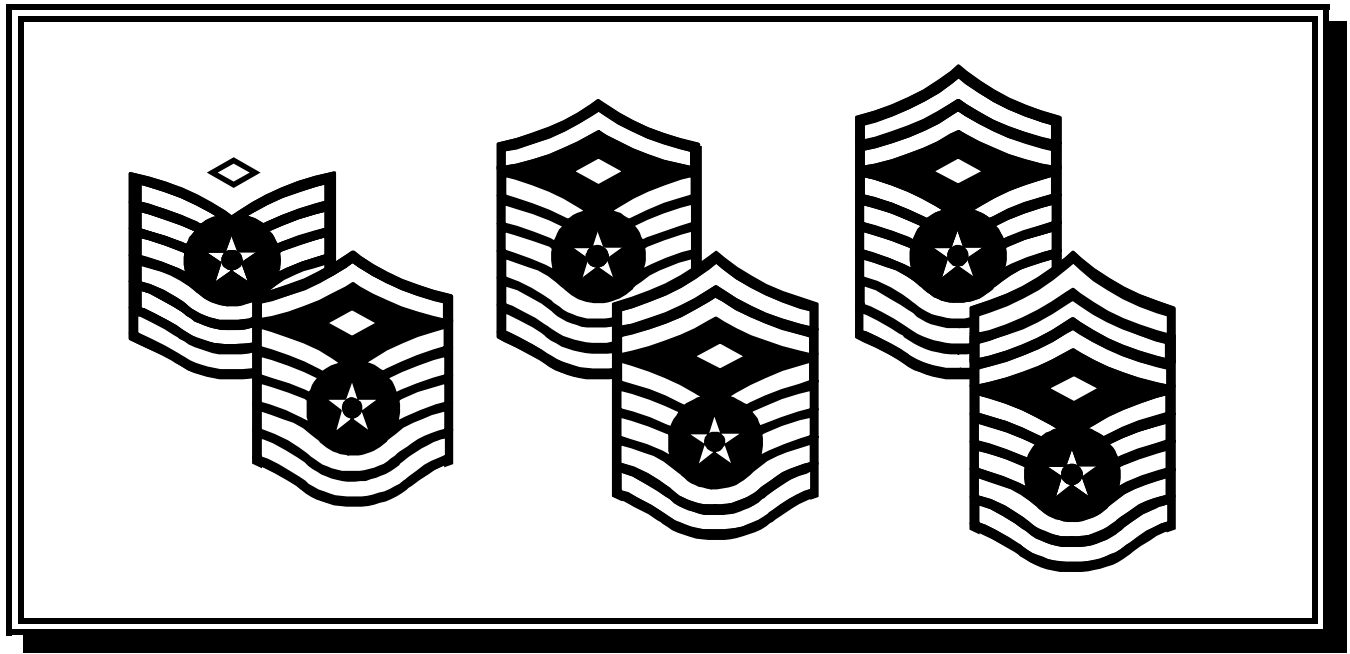
5.2.5.2. ***The Position of Senior Enlisted Advisor.*** The Air Force established the position of senior enlisted advisor at the wing and comparable levels throughout the major commands (MAJCOM). This position is held by a CMSgt who serves as a liaison between the commander and enlisted force. The senior enlisted advisor ensures enlisted members know the commander's policies; advises the commander regarding enlisted force morale; and evaluates the quality of NCO leadership, management, and supervisory training. The senior enlisted advisor also monitors compliance with Air Force standards, serves on advisory councils, and maintains a close relationship with the local community. The commander assigns other specific duties as needed and establishes the relationship between the senior enlisted advisor and other staff agencies and subordinate activities.

#### 5.2.5.3. ***The Position of CMSAF:***

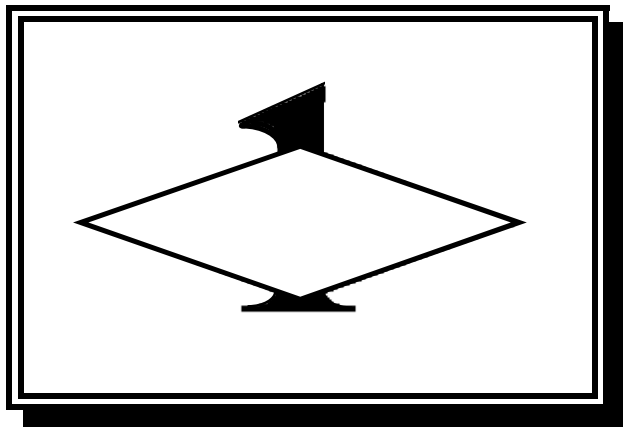
5.2.5.3.1. The position of CMSAF (figures 5.3 and 5.4) was created to add prestige to the NCO corps. The CMSAF acts as personal advisor to the Air Force Chief of Staff and Secretary of the Air Force regarding the welfare, effective use, and progress of the enlisted force. In 1967, CMSgt Paul W. Airey became the first CMSAF. Since his appointment, ten other chiefs have served as CMSAF.

5.2.5.3.2. You owe your present status as an Air Force NCO to the hundreds-of-thousands who have served before you and earned the trust and respect necessary to get the job done. In turn, you're responsible for molding the NCOs of the future. The airmen of today are the NCOs of tomorrow. Their effectiveness as NCOs will depend on the examples you and your fellow NCOs set for them. It's your responsibility to make the Air Force a better way of life for those who will follow you.

5.2.5.3.3. One good way to do this is to become familiar with the Air Force policies surrounding critical personnel



**Figure 5.1. First Sergeant Insignia.**



**Figure 5.2. First Sergeant Logo.**

issues. This will allow you to make informed career choices and to assist your subordinates in doing the same. The rest of this chapter covers these critical issues.

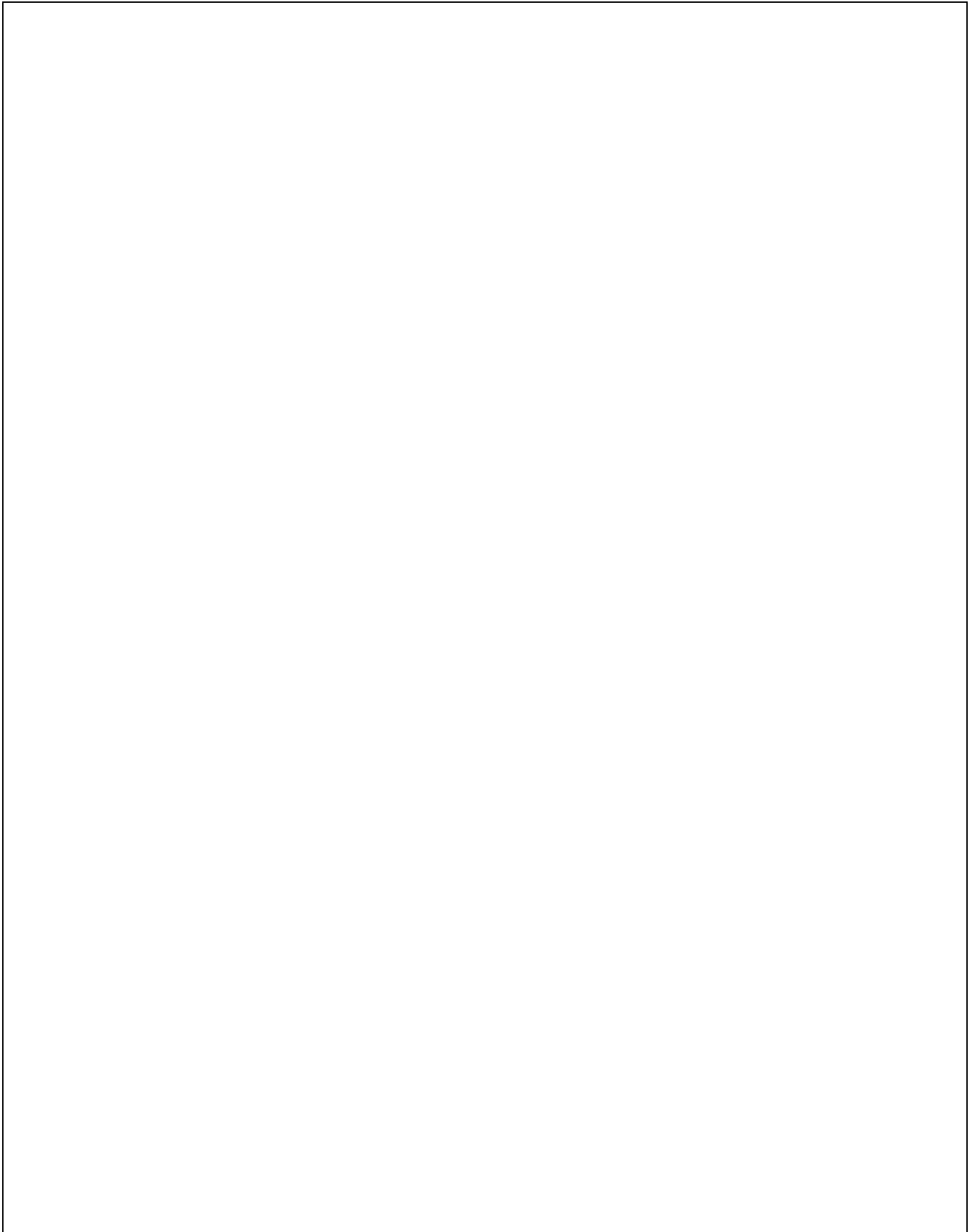
**5.3. Assignments.** The Department of Defense (DoD) delegates authority and distributes funds to the Air Force to direct military personnel to change permanent duty station only when necessary for national security or for ensuring equal treatment of Air Force personnel, such as reassignment to the continental United States (CONUS) after completing a prescribed overseas tour. Any permanent change of station (PCS) directed or authorized

according to AFI 36-2110, *Assignments* (formerly AFR 39-11), must satisfy a valid military requirement.

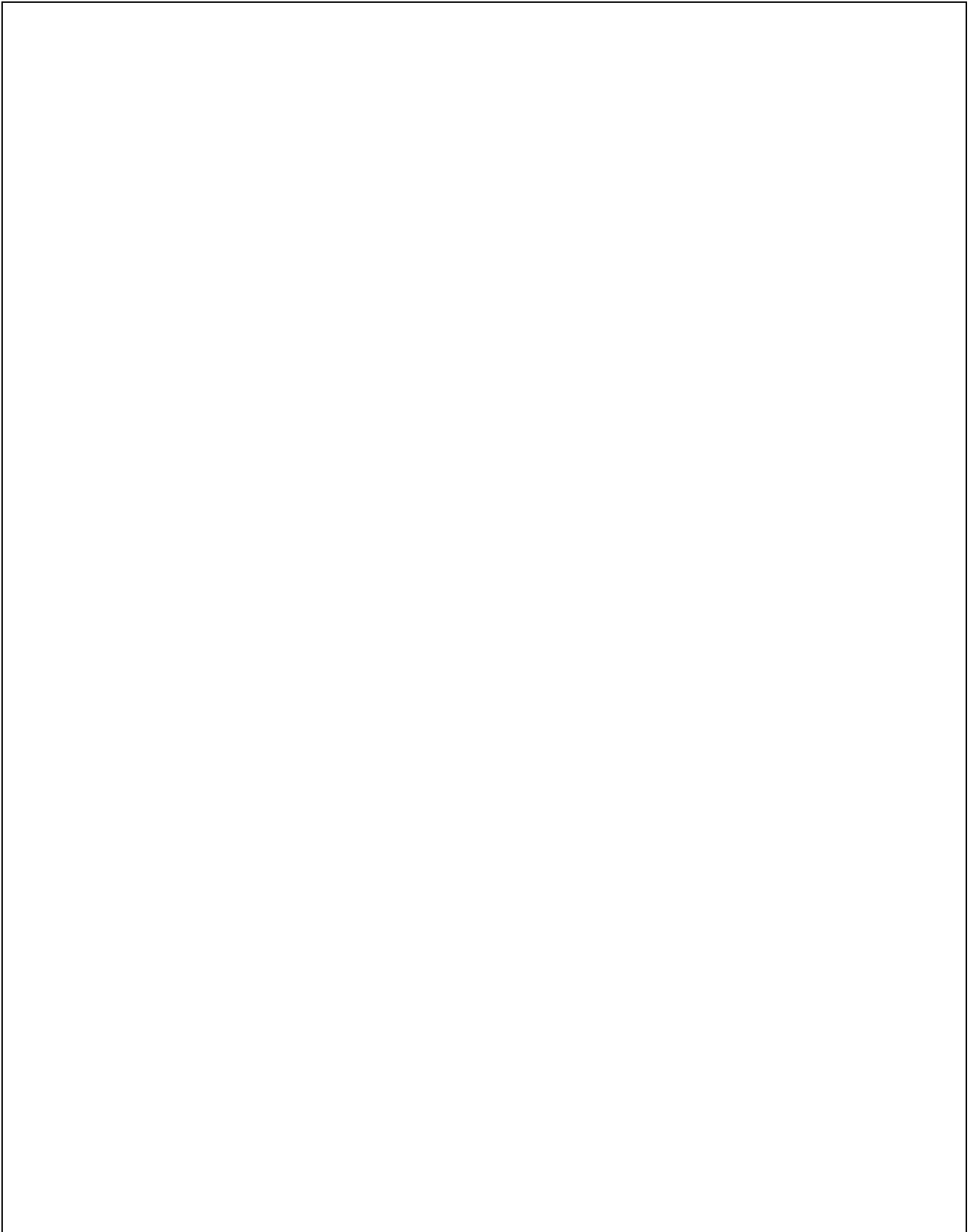
**5.3.1. Assignment Policy.** The Deputy Chief of Staff for Personnel (USAF/DP), according to AFDP 36-21, *Utilization and Classification of Air Force Military Personnel*, develops, coordinates, and executes personnel policy and essential procedural guidance for the management and reassignment of Air Force military personnel. The responsibility of the Air Force assignment system is to meet worldwide mission requirements. The assignment system selects qualified personnel for PCS to satisfy worldwide, valid military requirements in a systematic way. It is as fair as possible. While personal preferences are considered, it may not be possible to match desires with requirements. When preferences cannot be accommodated, the needs of the Air Force will determine the location to which a member is assigned.

#### **5.3.2. Assignment Procedures:**

**5.3.2.1.** The Air Force Military Personnel Center (AFMPC) is responsible for implementing assignment procedures that establishes criteria for operational, rotational, and training (includes technical training, formal educational, and professional military development) PCS moves. AFMPC is responsible for distributing available personnel resources equally among MAJCOMs. They do this based on average worldwide



**Figure 5.3. Former Chief Master Sergeants of the Air Force.**



**Figure 5.4. David J. Campanale, Chief Master Sergeant of the Air Force.**

manning levels in Air Force specialty codes (AFSC) and established manning priorities. AFMPC determines manning needs by comparing strengths in each AFSC skill level and grade authorized against manpower positions. AFMPC determines the vacancies that need to be filled by counting the number of personnel (grade and AFSCs only--not names) MAJCOMs need to balance losses. This will raise the number of assigned personnel within the MAJCOM to at least the worldwide average manning level.

5.3.2.2. MAJCOMs may drop below average of authorized manning levels for a number of reasons. CONUS commands may fall below average due to personnel going on overseas assignments, separation, or retirement. Overseas commands may fall below the authorized manning level due to personnel completing overseas tours, separations, etc. "Distributable resources" include graduates of USAF Academy, Officer Training Group, basic military training or technical training courses, overseas returnees, volunteers for consecutive overseas assignments, and other resources. MAJCOMs determine which specific locations within their commands will receive allocations from the distributable resource. To meet changing mission requirements, MAJCOMs may decide not to distribute personnel equally among bases within their commands. This means that, within a particular command, there may be more vacancies at some bases than at others.

5.3.2.3. While operational needs must be of primary concern in the selection of personnel for PCS, attention is also placed on the affect on the members career, volunteer status, personal desires, and welfare of the member and family (if applicable).

5.3.3. **Assignment Eligibility.** As stated above, all personnel are subject to PCS selection to meet worldwide Air Force manning needs. However, the Air Force recognizes that there are various reasons that temporarily justify why a member should not be selected for PCS. Such conditions are identified in AFI 36-2110, which also provides guidance on recording the reason for, and duration of, an extension. While the Air Force intends to honor temporary PCS restrictions, when necessary, it may waive the restriction and require a member to change his or her station of assignment. With few exceptions, if a member is permanently unable or is ineligible for worldwide PCS selection beyond established limits, then the member is usually considered for separation from the service.

5.3.3.1. **Time on Station (TOS) and Service Retainability.** Minimum TOS requirements exist to provide continuity to a member's unit and, to the degree possible, reasonable periods of stable family life for Air

Force members. Further, upon selection for PCS, a member must have or be able to obtain certain minimum periods of obligated service depending on the type of PCS move. This committed service retainability ensures a member has a period of active duty remaining that is long enough to balance the costs associated with a PCS. Some types of PCS are permitted with TOS periods or obligated service periods less than the normal limits. AFI 36-2110 gives TOS and retainability requirements for specific types of PCS.

5.3.3.2. **CONUS to CONUS.** Normally, career airmen and career officers must have 36 months' TOS for a PCS move within the CONUS. First-term airmen and noncareer officers require only 12 months' TOS. Special circumstances, such as completion of a training course in PCS status, have different TOS minimums. The service retainability requirement for a CONUS-to-CONUS PCS is 24 months regardless of career status.

5.3.3.3. **CONUS to Overseas.** First-term airmen and noncareer officers must have 12 months' TOS to go from CONUS to overseas. Career airmen and officers require 24 months' TOS before an overseas PCS. When notified of PCS selection, members must have or be able to obtain sufficient service retainability to at least complete the full prescribed unaccompanied overseas tour length. Members may also decline retainability or, if eligible, may retire instead of accepting a PCS. Declining to obtain retainability for PCS will affect a members career by severely limiting assignment opportunities. Members who are eligible and desire that their dependents accompany them at government expense during their overseas tours must serve the "accompanied by dependents" overseas tour length. This tour is normally longer than the unaccompanied tour. Electing to serve the longer accompanied tour requires the member to obtain the obligated service retainability for the longer tour. Members who are either ineligible or decline to obtain the service retainability for the accompanied tour length wont receive approval of dependent travel at government expense. Volunteers for overseas PCS should always be aware of their assignment preferences and their ability to obtain the service retainability for such assignments, if selected.

5.3.3.4. **Overseas to Overseas.** If a member is serving overseas and is a volunteer for a consecutive overseas tour, PCS, or in-place consecutive overseas tour, the member must complete the full prescribed tour at the current location and the full prescribed overseas tour at the new location or another full tour in-place.

5.3.3.5. **Overseas to CONUS.** Reassignment from overseas to the CONUS requires the member to have or obtain at least 12 months' obligated service retainability. Members who do not have that retainability will, in most

cases, be retained in the overseas area involuntarily until their date of separation (DOS) and returned to the CONUS for separation at the port of entry. If the member is a volunteer for an overseas assignment, the member must consider how much retainability is required and obtain the retainability before departing from overseas. This information will help you avoid involuntarily staying in the overseas area after the completion of the normal tour length.

**5.3.3.6. *Additional Restrictions on Assignment of First-term Airmen.*** First-term airmen will receive no more than two assignments in different locations during their first 4 years of service, following initial basic and skill training, regardless of tour length. Additional voluntary PCS moves (such as to join a military spouse, humanitarian reassignment, to volunteer for overseas, or to return from overseas) are not included in the count.

**5.3.3.7. *Selection of Members for PCS.*** Personnel are selected for PCS based on the eligibility requirements in AFI 36-2110. PCS is authorized only to meet valid manning requirements. PCS is not authorized based solely on the fact that a member can be used (or prefers assignment) elsewhere. AFI 36-2110 contains information about the conditions affecting PCS eligibility and selection for PCS. AFMPC will not reassign a member twice within the same fiscal year without a waiver from the Secretary of the Air Force.

**5.3.3.8. *Other Reassignment or Deferment Programs.*** In addition to the humanitarian and permissive programs, as well as the Exceptional Family Member Program (EFMP), a member may also apply for reassignment or deferment under the following circumstances:

**5.3.3.9. *Base of Preference (BOP) (Airmen Only).*** If you are retraining under the Career Airmen Reenlistment Reservation System (CAREERS) Program and meet the conditions of eligibility in AFI 36-2110, you may request a BOP assignment to another location. Your reassignment depends, however, on Air Force manning needs. You must meet all prescribed quality and weight control standards as well as the TOS requirements we discussed earlier. You may also request to stay at your present location under the BOP program. If approved, you will receive a 2-year deferment from reassignment.

**5.3.3.10. *Assignment to Accompany or Join Spouse.*** If you're an Air Force member married to another active duty military member, HQ AFMPC will consider assigning you with your spouse according to AFI 36-2110. Whether you receive the assignment depends on Air Force requirements for each of you. Note that join-spouse assignments cannot be approved in all cases, and you should expect to experience family separation the

same as other Air Force members. You must also meet TOS and retainability requirements for these assignments.

**5.3.3.11. *Permissive PCS Assignment Program.*** This program is a voluntary PCS where the person agrees to pay all expenses involved or associated with the PCS and travel time. Only lieutenant colonels and below may make permissive moves. Members desiring to participate in this program must meet all PCS eligibility criteria according to AFI 36-2110.

**5.3.3.12. *Assignment of Family Members.*** Family members (example, parents, spouse, brothers, sisters, and children) will not be assigned to the same unit or function where one member may or will hold a command or supervisory position over the other.

**5.3.3.13. *Voluntary Stabilized Base Assignment Program (Airmen Only).*** This program provides stability at certain CONUS bases that historically have a high turnover rate. The procedures of how to apply for the program and the list of current bases are listed in AFI 36-2110. The program is open to all airmen regardless of AFSC.

**5.3.3.14. *Assignment to or From CONUS-Isolated Stations.*** Normal personnel support facilities aren't available at certain CONUS stations. This creates a degree of hardship on assigned personnel not normally experienced in other CONUS areas. To prevent involuntary assignment at these locations for long periods, the Air Force establishes a minimum 15-month tour (for single and unaccompanied personnel) and a minimum 24-month tour (for accompanied personnel). If assigned to a CONUS-isolated station, you may request reassignment upon completion of your tour. The Air Force won't assign you involuntarily from one CONUS-isolated station to another. Also, if you are completing a short overseas tour, you may not be involuntarily assigned consecutively to a CONUS-isolated station unless there's no other available resource and (or) failure to assign you would hurt the mission. Short-tour overseas returnees who receive an assignment to a CONUS-isolated station may request a change of assignment.

**5.3.3.15. *Voluntary Enlisted CONUS Assignment Program (Airmen Only).*** This is a CONUS-wide assignment program which allows airmen to volunteer for any CONUS base after completing 6 years on current duty station. Procedures and eligibility conditions are in AFI 36-2110.

**5.3.3.16. *Extended Oversea Tour Volunteer Program (Airmen Only).*** The extended overseas tour volunteer program applies to personnel who volunteer for PCS overseas to a location where the accompanied tour length

is 24 months or more, and the unaccompanied tour length is 15 months or more, and who agree to serve the standard tour length plus an additional 12 months. Tour lengths for various overseas locations are listed in AFI 36-2110. Extended overseas tour volunteers are considered ahead of standard overseas tour volunteers. The 12-month extended tour period is in addition to the normal full prescribed tour length the member must serve. A change in status, such as single airman to married airman desiring to serve an accompanied tour, affects the service retainability that you must obtain and the tour length you will be required to serve (i.e., the accompanied tour length plus 12 months). The requirement for service retainability may either affect selective reenlistment bonus (SRB) calculation or require a member to reenlist to obtain full retainability for the overseas tour.

5.3.3.17. ***Enlisted Quarterly Assignments Listing (EQUAL) (Airmen Only)***. EQUAL provides airmen a listing of the assignment requirements available for upcoming assignment cycles. The listing tells you what is available, by AFSC and grade at particular locations. It allows you to better align your assignment preferences to Air Force needs.

5.3.3.18. ***EQUAL PLUS***. EQUAL PLUS is a system developed to advertise unique assignments, such as special duties, joint/departmental requirements, and chief master sergeant assignments. EQUAL PLUS is also used to advertise rotational assignments that can't be advertised under EQUAL due to time constraints. EQUAL PLUS will show requirements currently available and any special requirements or qualifications needed.

5.3.3.19. ***Airman Assignment Preference Statement, AF Form 392 (Airmen Only)***. The airman assignment preference statement is a record of your assignment preferences—it is the source document for your preference data in the military personnel file. The timeliness and accuracy of your preferences on the AF Form 392 are very important. AFMPC uses this information in selecting airmen for overseas assignments and voluntary consecutive overseas tours and in matching overseas returnees against CONUS assignment requirements. The AF Form 392 is not used to request special consideration for reassignment. Such requests require that separate applications be submitted. If you have any questions about whether you must submit a special request for a particular kind of assignment, contact your military personnel flight (MPF).

5.3.3.20. ***Chief Master Sergeant and Chief Select Resume, AF Form 391***. The timeliness and accuracy of the information on this resume is extremely important as it is used in all chief master sergeant assignment actions.

It is the individual's responsibility to keep the information current.

5.3.3.21. ***Non-CONUS Residents***. Non-CONUS residents are subject to the same assignment policy as other members but may receive special consideration for assignment to their home areas.

5.3.3.22. ***Temporary Duty (TDY)***. AFI 36-2110 provides instructions regarding TDY procedures. The maximum TDY period at any one location in a 12-month period is 179 days unless a waiver is granted by the Secretary of the Air Force.

5.3.3.23. ***Special Note***. Each member has the responsibility to carefully consider assignment preferences, keep them current, and take action to promptly change them when they no longer intend to meet the commitments associated with PCS selection. Upon selection for PCS, a member must accept or decline the PCS within 7 calendar days of notification. It's not advisable to wait until being actually selected for PCS to plan and check out what you will have to do to accept the PCS or what negative actions may occur by refusal of an assignment. In keeping with a progressive and dynamic Air Force, AFMPC reviews assignment procedures continually and makes additions, changes, or deletions as necessary to keep pace with changing circumstances and requirements.

#### 5.3.4. **Humanitarian Reassignment or Deferment:**

5.3.4.1. AFI 36-2110 outlines policies concerning humanitarian reassignment and deferment, and special assignment consideration under the Exceptional Family Member Program (EFMP).

5.3.4.2. The humanitarian policy provides reassignment or deferment for Air Force members who have a severe short-term crisis involving a family member that is resolvable within a reasonable time, normally not exceeding 12 months, and in which their presence is considered essential for resolution of the problem. Family members under the humanitarian program include spouse, children, parents, and those persons who have served in loco parentis. A person in loco parentis refers to one who exercised parental rights and responsibilities for a minimum of 5 years and in place of a natural parent because of death or continued absence from the home before the member's or spouse's 21<sup>st</sup> birthday or before the member's entry on active duty, whichever is earlier. Parents-in-law can qualify if there is no other way to alleviate the situation, there are no other family members in the local area who can assist, and your reassignment would not require approval of a second dislocation allowance (second move within the same fiscal year).

When granted, the initial humanitarian deferment period will not normally exceed 1 year.

5.3.4.3. The intent of the EFMP is to ensure Air Force members are assigned where the general medical services, medically-related services, or special educational services for their eligible DoD dependents, to include dependent adults, can be met. The Air Force's commitment and responsibilities under EFMP requires mandatory enrollment and identification of exceptional family members. Under the EFMP, a member may receive an assignment or deferment from an assignment to establish a special medical or educational program for an exceptional dependent. When granted, the initial period of deferment is usually 1 year, after which a member may be reconsidered for PCS if otherwise eligible.

5.3.4.4. Overseas, the EFMP implements Public Law 95-561, Defense Dependents' Education Act of 1978, which ensures impaired children receiving educational instruction from DoD dependents' schools are provided a free appropriate public education with the same educational opportunities as nonimpaired children.

5.3.4.5. The Air Force may not deny dependent relocation clearance to an accompanied (long-tour) area solely due to the unavailability of special educational services or medically related services. When these services are not available at a specific assignment location, either the members assignment can be "pinpointed" to another overseas installation where the resources are available, the overseas tour can be delayed until such services are available, the member can request cancellation, or the member may voluntarily take the unaccompanied tour.

5.3.5. **Special Duty Assignments.** There are certain duties in the Air Force that require separate manning procedures due to special duties or assignment requirements. These positions are primarily manned by volunteers who formally apply for such duties.

5.3.6. **Application for Oversea Duty.** You may submit an AF Form 392 to show application for overseas duty (exclusive of special assignments).

5.3.7. **Administrative Deferment of Airmen Enrolled in Voluntary Education Programs.** AFI 36-2110 provides for deferment from PCS selection of airmen who are nearing completion of high school or have nearly completed college degree requirements. If you meet the eligibility requirements shown in AFI 36-2110, you may request deferment through your education office, and you may be deferred up to 9 months to complete high school or up to 12 months to complete a college degree.

## 5.4. Airman Promotion System:

5.4.1. The objective of the enlisted promotion system is to promote airmen to fill particular needs for specific grades in each Air Force specialty (AFS). The Air Force promotes airmen and NCOs who show potential for more responsibility through an objective and visible promotion system. The systems objectivity ensures all enlisted personnel receive fair and timely consideration for promotion.

5.4.2. Promotion quotas for the top five grades (SSgt through CMSgt) are tied to fiscal year-end strength and are affected by funding limits, regulatory limits, and the number of projected vacancies in specific grades. DoD currently limits the number of airmen the Air Force may have in the top five grades. Public law limits the number of airmen who may serve on active duty in the grades of SMSgt and CMSgt to 3 percent of the enlisted force.

5.4.3. The Air Force establishes promotion cycles to ensure timely periodic promotions and permit more accurate forecasting of vacancies. Promotion cycles also balance the promotion administrative work load and provide cutoff dates for eligibility. Because there are specific limits on the number who can serve in each grade, the Air Force establishes a quota for each of the promotion cycles based on total vacancies in a particular grade. HQ AFMPC distributes the total promotion quota among Air Force specialties. The basis for promotion eligibility is proper skill level, sufficient time in grade (TIG), sufficient time in service (TIS), and a recommendation by the immediate commander.

5.4.4. **Promotion to Airman (Amn) and Airman First Class (A1C).** The Air Force normally promotes eligible airmen, recommended by their commander, on a noncompetitive basis. An airman basic (AB) must have 6 months' TIG to be eligible for promotion to Amn. The TIG requirement for an Amn to be eligible for promotion to A1C is 10 months. There are different phase points for individuals graduating from basic military training as Amn or A1C, which correspond with their earlier promotions.

5.4.5. **Promotion to Senior Airman (SrA).** The Air Force promotes A1Cs to SrA with either 36 month's TIS and 20 month's TIG or 28 month's TIG, whichever occurs first (table 5.1). They must possess a 3-skill level and be recommended by their unit commander. A1Cs may compete for early advancement to SrA if they meet the minimum eligibility criteria in table 5.2. If promoted to SrA below-the-zone, their promotion effective date would be 6 months before their normal fully qualified date. Individuals are considered in the month (December, March, June, and September) before the quarter (January.

<b>Table 5.1. TIS and TIG Requirements, Promotion Eligibility Cutoff Dates, and Test Cycles for Promotion to Amn Through CMSgt.</b>					
<b>L I N E</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>
	<b>Grade</b>	<b>TIS</b>	<b>TIG</b>	<b>PECD</b>	<b>Test Cycle</b>
<b>1</b>	Amn	----	6 months	NA	NA
<b>2</b>	A1C	----	10 months	NA	NA
<b>3</b>	SrA	36 months	20 months or 28 months	NA	NA
<b>4</b>	SSgt	3 years	6 months	31 Mar	Apr - Jun
<b>5</b>	TSgt	5 years	23 months	31 Dec	Jan - Mar
<b>6</b>	MSgt	8 years	24 months	31 Dec	Jan - Mar
<b>7</b>	SMSgt	11 years	20 months	30 Sep	Oct
<b>8</b>	CMSgt	14 years	21 months	31 Jul	Aug

through March, April through June, July through September, and October through December) they are eligible for below-the-zone (BTZ) promotion

**5.4.6. Promotion to Staff Sergeant (SSgt), Technical Sergeant (TSgt), and Master Sergeant (MSgt).** Promotion to the grades of SSgt through MSgt occurs under one of two programs: the Weighted Airman Promotion System (WAPS) or Stripes for Exceptional Performers (STEP).

#### **5.4.6.1. *Weighted Airman Promotion System (WAPS):***

5.4.6.1.1. WAPS is the promotion system initiated in 1970 to replace the older, more subjective, promotion board system. WAPS consists of six weighted factors: Promotion Fitness Examination (PFE), Specialty Knowledge Test (SKT), performance reports, decorations, TIG, and TIS. (Table 5.2 gives the minimum eligibility requirements for promotion.)

5.4.6.1.2. Each of these factors is “weighted” or assigned points based on its importance relative to promotion. The total number of points possible under WAPS is 460; the PFE and SKT scores account for 200 of those 460 points. The PFE contains a wide range of Air Force knowledge. The SKT is an examination that covers broad technical knowledge in an AFSC. Because tests weigh so heavily in the promotion system, you should spend as much time as possible mastering the material they measure. Table 5.3 shows how to calculate points for each factor.

5.4.6.1.3. The Air Force makes promotions under WAPS within each AFSC, not across them. This means that you’re competing for promotion only with those individuals currently working in your AFSC. Selectees are individuals with the highest scores in each AFSC,

within the quota limitations. If more than one individual has the same total score at the cutoff point, the Air Force promotes everyone with that score.

5.4.6.1.4. The Air Force develops PFEs and SKTs “by airmen, for airmen” at the Air Force Occupational Measurement Squadron (AFOMS). Senior NCOs selected by their MAJCOMs to represent their specialties write the tests at the AFOMS. AFOMS psychologists provide guidance and information on test developing and on test item writing. However, the senior NCOs, with their extensive practical experience, determine the content of the tests and actually write all the test questions.

**5.4.6.2. *Stripes for Exceptional Performers (STEP) Program.*** The STEP Program, established in 1980, is designed to meet those unique circumstances in which, in the commanders judgment, clearly warrant promotion. Under STEP, commanders of MAJCOMs, FOAs, and senior officers in organizations with large enlisted populations may promote a limited number of airmen with exceptional potential to the grades of SSgt through MSgt. (Each MAJCOM determines its own procedures and STEP selection levels.) The commander must ensure promotions to SSgt have at least 3 years’ TIS and have completed the Airman Leadership School; promotions to TSgt have 5 years’ TIS, and promotions to MSgt have 8 years TIS and have completed the inresident NCO Academy. An individual may not receive more than one promotion under any combination of promotion programs within a 12-month period. (*Exception:* A SrA must serve 6 months TIG before being promoted to SSgt).

**5.4.7. Promotion to Senior Master Sergeant (SMSgt) and Chief Master Sergeant (CMSgt).** Consideration for promotion to the grades of SMSgt and CMSgt is a two-

Table 5.2. Minimum Eligibility Requirements for Promotion (Note 1)						
	A	B	C	D	E	F
R U L E	If promotion is to the grade of (note 2)	and the PAFSC as of PECD is at the	and time in current grade computed on the first day of the month before the month promotions are normally made in the cycle is	and the TAFMS on the first day of the last month of the promotion cycle is (note 3)	and the member has	then
1	SrA	3 level (note 4)	not applicable	1 year		the airman is eligible for promotion if recommended, in writing, by the promotion authority. He or she must serve on AD in enlisted status as of the PECD, serve in continuous AD until the effective date of promotion, and is not in a condition listed in AFI 36-2502, Table 1.1, <i>Determining Ineligibility for Promotion</i> on or after the PECD. The individual must be in Promotion Eligibility Status (PES) code X on effective date of promotion. (note 6)
2	SSgt	5 level (note 4)	6 months	3 years		
3	TSgt	7 level (note 4)	23 months effective Cycle 95A6	5 years		
4	MSgt	7 level	24 months	8 years		
5	SMSgt	7 level (note 4)	20 months	11 years	8 yrs cumulative enlisted service (TEMSD) creditable for basic pay (note 5)	
6	CMSgt	9 level (note 4)	21 months	14 years	has 10 yrs cumulative enlisted service (TEMSD) creditable for basic pay (note 5)	

**NOTES:**

1. Use this table to determine standard minimum eligibility requirements for promotion consideration. HQ USAF may announce additional eligibility requirements. The individual must serve on enlisted active duty and have continuous active duty as of promotion eligibility cut-off date (PECD).
2. The high year of tenure policy applicable as of PECD may affect promotion eligibility in grades SrA and above.
3. Use years of satisfactory service for retirement in place of TAFMSD to determine promotion eligibility for Air National Guard and Air Force Reserve airmen ordered to active duty under a mobilization. Mobilized airmen are eligible for any cycle that has a PECD at least 60 calendar days after mobilization. For promotion to SrA an airman must serve on active duty at least 60 calendar days before the effective date promotion incrementing starts for that cycle.
4. Airmen must meet skill-level requirements by the effective date of promotion for SrA. Airmen must meet skill-level requirements by the PECD for SSgt. SSgts test and compete for promotion to TSgt if they have a 5-skill level as of PECD; however, they must have a 7-skill level before promotion. MSGts and SMSgts must meet minimum skill-level requirements listed above. In some cases, commanders may waive this to allow them to compete for promotion.
5. Service in a commissioned, warrant, or flight officer status is creditable for pay. Such service does not count for this requirement (38 Comptroller General 598). You may consider a promotion for airmen who meet this requirement on the first day of the last month promotions are normally made in the cycle. Actual promotion does not occur earlier than the first day of the month following the month the airman completes the required enlisted service. This applies if the selectee had a sequence number in an earlier promotion increment; however, if the airman meets the required enlisted service on the first day of the month, the DOR and effective date is that date.
6. If a TDY student meets the requirements of this table but does not maintain satisfactory proficiency, the MPF that services the airman's TDY unit tells the MPF servicing the airman's unit of assignment.

Table 5.3. Calculating Points and Factors for WAPS (SSgt Through MSgt).		
R U L E	A	B
	If the factor is	then the maximum score is
1	SKT	100 pts. Base individual score on percentage correct (two decimal places) (note 1)
2	PFE	
3	TIS	40 pts. Award 2 pts for each year of TAFMS up to 20 years, as of the last day of the last month of the promotion cycle. Credit 1/6 point for each month of TAFMS (15 days or more = 1/6 pt; drop periods less than 15 days). Example: The last day of the last month of the cycle (31 Jul 93) minus TAFMSD (18 Jul 86) equals 7 years, 14 days (inclusive dates considered equals 7x2=14 pts) (note 1).
4	TIG	60 pts. Award 1/2 pt for each month in grade up to 10 years, as of the first day of the last month of the promotion cycle (count 15 days or more as 1/2 pt; drop periods less than 15 days). EX: The first day of the last month of the promotion cycle (1 Jul 93) minus current DOR (1 Jan 90) equals 3 years, 6 months, 1 day (inclusive dates considered) equals 42 x .5 = 21 pts (note 1).
5	Decorations	25 pts. Assign each decoration a point value based on its order of precedence (note 2). Medal of Honor 15 AF/Navy/Distinguished Service Crosses 11 Defense Distinguished Svc Medal, Distinguished Svc Medal, Silver Star 9 Legion of Merit, Def Superior Svc Medal, Distinguished Flying Cross 7 Airman's/Soldier's/Navy-Marine Corps/Coast Guard/Bronze Star/Defense/Meritorious Service Medals/Purple Heart 5 Air/Aerial Achievement/AF Commendation/Army Commendation/Navy Commendation/Joint Services Commendation/Coast Guard Commendation Medals 3 Navy Achievement/Coast Guard Achievement/AF Achievement/Joint Service Achievement Medals 1
6	EPR	135 pts. Multiply each EPR/APR rating that closed out w/in 5 years immediately preceding the PECD, not to exceed 10 reports, by the time weighted factor for that specific report. The time weighting factor begins with 50 for the most recent report and decreases in increments of five (50-45-40-35-30-25-20-15-10-5) for each report on file. Multiply that product by the EPR/APR conversion factor (27 for EPRs or 15 for APRs). Repeat this step for each report. After calculating each report, add the total value of each report for a sum. Divide that sum by the sum of the time weighted factors added together for the promotion performance factor (129.60). <b>Example:</b> EPR/APR string (most recent to oldest): 5B-4B-9A-9A-9A-9A 5 x 50 = 250 x 27 = 6750 4 x 45 = 180 x 27 = 4860 9 x 40 = 360 x 15 = 5400 29160 9 x 35 = 315 x 15 = 4725 ----- = 129.60 9 x 30 = 270 x 15 = 4050 225 9 x 25 = 225 x 15 = 3375  225 29160 (notes 1 and 3)

#### NOTES:

1. Cut off scores after the second decimal place. Do not use the third decimal place to round up or down.
2. The decoration closeout date must be on or before the PECD. The "prepared" date of the DECOR 6 recommendation for decoration printout (RDP) must be before the date AFMPC made the selections for promotion. Fully document resubmitted decorations (downgraded, lost, etc.) and verify they were placed into official channels before the selection date.
3. Multiply all performance reports with an "A" designator by 15 and compute all reports with a "B" designator using a multiplier of 27. Do not count nonevaluated periods of performance; e.g., break in service, report removed through appeal process, etc., in the computation. For example, compute an EPR string of 4B, XB, 5B, 4B the same as 4B, 5B, 4B EPR string.

phase process. Phase I is similar to the WAPS evaluation, although some factors and weights differ from WAPS. Phase II consists of a central evaluation board at HQ AFMPC using the whole-person concept. These two phases are worth up to 810 points total. The Air Force selects NCOs with the highest scores in each AFSC for promotion, within the quota limitations. If more than one NCO has the same total score at the cutoff point, the Air Force promotes everyone with that score.

#### 5.4.8. *Individual Responsibilities:*

5.4.8.1. **Personal Involvement.** Personal involvement is critical. As a minimum, you should: (a) ensure you are properly identified as promotion eligible; (b) know when you test and meet the testing schedule; (c) obtain the current study materials; and, (d) (for SMSgt and CMSgt promotions only) ensure your selection folder at HQ AFMPC is accurate and complete. You do this by verifying all data shown on your data verification record (DVR). (**NOTE:** Personnel being considered for promotion to CMSgt compete in the chief enlisted manager (CEM) code of the control Air Force specialty code (CAFSC) they hold as of the promotion eligibility cutoff date.)

5.4.8.2. **DVR.** You review your DVR to verify the information used in the promotion selection process. Now is the time to start asking questions. If you note an error on your DVR, immediately contact your MPF customer support element for assistance. The MPF will update the Base-Level Personnel System with the correct data. Except for updating EPR and APR data, each change will produce an updated promotion brief at HQ AFMPC and send an updated DVR to your servicing MPF. Receipt of the updated DVR is your assurance that changes were made. Once you receive your new DVR, be sure to check all the items for accuracy. Do not wait until after promotion selections are made to tell your MPF you did not get a DVR.

5.4.8.3. **Study Materials.** ECI provides each promotion eligible member a personal set of WAPS career development courses (CDC). CDCs are requested automatically through the Personnel Data System (PDS) in August each year. All other study reference materials are available at unit or base level. You may ask the unit WAPS monitor to order any study references listed in the WAPS Catalog that are not available locally. If you have not had access to the required study reference material for at least 30 days, you may request a delay in testing according to AFI 36-2605, *Air Force Military Personnel Testing System*. You must:

5.4.8.3.1. Use a self-initiated program of individual study and effort to advance your career under WAPS.

5.4.8.3.2. Check the currency of your study reference material (including changes and revisions) by reviewing the current edition of the WAPS Catalog. The test cycle number that appears on your notification of WAPS testing (subject block) should agree with the cycle number that appears at the top of each page of the WAPS Catalog.

5.4.8.3.3. Maintain the study reference publications issued to you (PFE Study Guide/USAF Supervisory Examination (USAFSE) Study Guide and WAPS CDCs) until they are superseded or no longer needed.

5.4.8.3.4. Be ready to test for promotion when the testing cycle starts.

5.4.9. **WAPS Test Compromise.** Since the PFE and SKT make up such a large portion of your total WAPS score, it is important for you to establish a self-study program that will help you perform well.

5.4.9.1. Self-study is highlighted to emphasize that group study (two or more people) and training programs specifically designed to prepare an individual for promotion tests are prohibited by AFI 36-2605. This prohibition protects the integrity of the promotion testing program by ensuring WAPS test scores are a reflection of each member's individual effort.

5.4.9.1.1. In addition to group study, specific compromise situations you must avoid include, but are not limited to:

5.4.9.1.1.1. Discussing the contents of an SKT, PFE, or USAFSE with anyone other than the test control officer or test examiner. If you want to submit a written inquiry or complaint about a test you take, you must first go through the test control officer.

5.4.9.1.1.2. Sharing pretests or lists of test questions recalled from a current or previous SKT, PFE, or USAFSE; personal study materials; or underlined or highlighted study reference material/commercial study guides with other individuals.

5.4.9.1.2. Although the Air Force does not recommend or support commercial study guides, you may use them to prepare for promotion testing. However, you may not share marked or highlighted commercial study guides with anyone else.

5.4.9.2. Training designed to improve general military knowledge, such as NCO of the quarter or SrA BTZ boards, does not constitute group study as long as the intent of the training is not to study for promotion tests. Likewise, training to improve general study habits or

test-taking skills is permissible if the training does not focus on preparing for promotion tests.

5.4.9.3. Air Force members who violate these prohibitions are subject to prosecution under Article 92 (1) of the UCMJ for violating a lawful general regulation.

5.4.9.4. WAPS was developed as an objective method of promoting the most deserving airmen to the next higher grade. Any time a promotion examination is compromised, there's a possibility that one or more undeserving airmen will get promoted at the expense of those who followed the rules. Do not place your career in jeopardy. Study, take your promotion examinations, and earn your next stripe--on your own!

5.4.10. **Score Notice.** All airmen considered for promotion to SSgt through CMSgt receive a score notice. This notice contains information on how you rated in the promotion process. If you detect errors on this notice, contact your servicing MPF. Your MPF will verify the data to determine if you were given proper promotion consideration. The information on the score notice, along with promotion statistics available at the MPF, can help you determine what areas in your record need improving.

5.4.11. **Supplemental Promotion Actions.** If you review your DVR carefully and take prompt action to correct any error, you will not have to worry about supplemental consideration. You should do all you can to eliminate the need for supplemental consideration. In case of data errors or omissions, you may request supplemental promotion consideration; however, it is not automatic. As soon as you receive your score notice and determine the data was incorrect or omitted, don't wait--go to your MPF and initiate a request for supplemental promotion consideration. If you have any doubt about the contents of your DVR, do not hesitate to seek assistance from your servicing MPF. *REMEMBER, ITS YOUR PROMOTION!*

5.5. **Reenlistment Opportunities.** The Air Force can meet its national security obligations only by maintaining a force of dedicated, productive airmen. Both the qualitative and quantitative requirements of the force must be met. Likewise, to avoid career stagnation, overages by specialty or grade must not be permitted. Skill and grade requirements may dictate increased efforts in some areas and increased retention selectivity in others. In the interest of mission accomplishment and economy, everyone in command and supervisory positions must act to influence career decisions.

5.5.1. **Reenlistments and Extensions.** The quality of the overall enlisted force depends on the degree of reenlistment selectivity that supervisors and commanders

apply. Supervisors must carefully evaluate each first-term airman and encourage reenlistment of only those who demonstrate the capability and dedication for a military career. Supervisors are also responsible for evaluating career airmen to ensure they continue to contribute full measure to the accomplishments of the Air Force mission.

#### 5.5.1.1. ***Selective Reenlistment Program (SRP):***

5.5.1.1.1. Reenlistment in the Air Force is a privilege, not a right. The Air Force retains only those individuals who consistently demonstrate the qualities necessary for continued service. The SRP provides supervisors and commanders with the process for evaluating all first-term, second-term, and career airmen.

5.5.1.1.2. First-term airmen receive SRP consideration when they complete 33 months of their current enlistment (4-year enlistees) or 57 months of their current enlistment (6-year enlistees). Second-term and career airmen with less than 19 years' TAFMS are considered when they are within 13 months of their original expiration of term of service (ETS). Career airmen receive SRP consideration when they are within 13 months of completing 20 years' TAFMS. Once career airmen have served beyond 20 years' TAFMS, they receive SRP consideration each time they are within 13 months of their original ETS.

5.5.1.1.3. The unit commander has SRP selection and nonselection authority for all airmen. Reenlistment intent or retirement eligibility has no bearing on the SRP consideration process. Unit commanders actually approve or deny reenlistment, but the supervisors also have a big responsibility. Your job is to evaluate your airmen honestly and recommend to your commander to retain or not to retain your airmen in the Air Force. Your daily contact with your subordinates puts you in the best position to evaluate their performance and potential. To effectively carry out your responsibility, you must first understand how the process works.

5.5.1.1.4. The MPF sends each unit an SRP consideration roster that identifies assigned airmen who require SRP consideration. The MPF also sends a report on individual personnel (RIP) on each airman being considered. Your unit personnel center forwards the RIP to supervisors so that each supervisors reenlistment recommendation can be documented. The supervisor should carefully evaluate the airman's duty performance and review the airman's personnel records, unfavorable information file (UIF) (if applicable), and any other sources of applicable information before making a recommendation to the commander. A supervisor who decides to recommend the airman for reenlistment places an X in the appropriate block, signs the RIP, and returns

it to the unit commander through the unit personnel center. Your commander will review your recommendation and evaluate the airman's duty performance, future potential, and other pertinent information. The commander selects the airman for reenlistment by annotating and signing the SRP roster. The commander's signature on the roster constitutes formal selection. The commander sends the SRP roster through the unit personnel center to the MPF for processing.

5.5.1.1.5. What is the procedure if you decide not to recommend the airman for reenlistment? In this case, you initiate an AF Form 418, **Selective Reenlistment Program Consideration**. You must justify your recommendation by including specific facts in the remarks section of the AF Form 418. Your commander reviews your recommendation and other pertinent data and decides whether to select the airman. If your commander doesn't select the airman for reenlistment, the commander completes the AF Form 418 and informs the airman of the decision. During the interview, the commander must make sure the airman understands the right to appeal the decision. The airman must make known his or her intention within 3 workdays of the date the airman acknowledges the nonselection decision. The airman must submit the appeal to the MPF within 10 calendar days of the date the airman renders the appeal intent. Your commander sends the AF Form 418 to the MPF after the airman signs and initials the appropriate blocks.

5.5.1.1.6. It is important to point out that commanders may reverse their SRP selection or nonselection decisions any time before the airman's DOS. With this in mind, supervisors must continue to evaluate their airmen and submit their recommendations on AF Form 418 when they believe an airman's duty performance, conduct, etc., has improved or decreased to the point where reconsideration may be appropriate.

5.5.1.2. **SRP Appeals.** Airmen have the right to appeal SRP nonselection decisions. The specific appeal authority is based on an airman's TAFMS. First-term airmen, and career airmen who have or will complete at least 19 years' TAFMS on their current ETS, appeal SRP nonselection to their respective group commanders. The airman's MAJCOM, Director of Personnel, is the SRP appeal authority for second-term and career airmen who have or will complete fewer than 16 years' TAFMS on their current ETS. The Secretary of the Air Force is the SRP appeal authority for second-term and career airmen who have or will complete at least 16 years' TAFMS but fewer than 19 years' TAFMS on their current ETS. The decision of the appeal authority is final. The AF Form

418 documents the appeal authority's decision, and the airman is advised of the outcome.

5.5.1.3. **Extensions of Enlistment.** If you are serving on a regular Air Force enlistment, you may request an extension if there is a valid reason for the extension and it is in the best interest of the Air Force. Extensions are not approved for personal convenience. You must request extensions in whole-month increments only. For example, if you need 15 months' retainability for an assignment, you would have to request a 16-month extension. The total of all such extensions of enlistment for second-term and career airmen must not exceed 48 months during the same enlistment. First-term airmen can only extend for a maximum of 23 months. Once approved, an extension has the legal effect of changing your enlistment agreement by extending your period of obligated service.

5.5.2. **Career Airman Reenlistment Reservation System (CAREERS).** Because of various restrictions on the size and composition of the career force, there's generally a limit to the number of first-term airmen who can reenlist. CAREERS is one of the programs the Air Force uses to manage the reenlistment of first-term airmen and prevent, as much as possible, surpluses and shortages in the various airman skills.

5.5.2.1. **Career Job Requirements File.** HQ USAF meets management requirements by establishing and maintaining a career job requirements file (quota bank) for each AFSC. An AFSC's career job requirements are distributed over a 12-month period.

5.5.2.2. **Career Job Reservation (CJR):**

5.5.2.2.1. All eligible first-term airmen must have an approved CJR in order to reenlist. There is a specific timeframe during which airmen may apply for a CJR. Four-year enlistees may request a CJR no earlier than the 1<sup>st</sup> duty day of the month during which they complete 35 months on their current enlistment, but no later than the last duty day of the month during which they complete 38 months on their current enlistment. Six-year enlistees may request a CJR no earlier than the 1<sup>st</sup> duty day of the month during which they complete 59 months on their current enlistment, but no later than the last duty day of the month during which they complete 62 months on their current enlistment. Generally, airmen forfeit their CJR eligibility if they do not apply during these timeframes. There are exceptions for airmen who require additional retainability for PCS assignments, oversea tour extensions, and the like.

5.5.2.2.2. When the number of CJR applicants exceeds the number of available quotas, HQ AFMPC must use a

rank-order process to determine which airmen will receive an approved CJR. Applicants are ranked, using the following factors: current grade, projected grade, last three EPR ratings, whether they have a UIF, date of rank, and total active Federal Military Service date (TAFMSD). Applicants are placed on the Air Force-wide career job applicant waiting list when there are no CJRs available. An airman's position on the waiting list is subject to change because HQ AFMPC updates the waiting list on a monthly basis using the rank-order process. Airmen may remain on the CJR waiting list until they are within 5 months of their DOS. However, most airmen do not receive an approved CJR from the waiting list. Supervisors should encourage airmen to pursue retraining into a shortage skill if a CJR is not immediately available.

**5.5.2.3. CJR in an Additionally Awarded AFSC.** When airmen are placed on the CJR waiting list in their control AFSCs, they may request CJRs in an additionally awarded AFSC if quotas are readily available; the AFSC is not authorized a selective reenlistment bonus (SRB); the AFSC is different from their CAFSCs; and they possess at least a 3-skill level in the AFSC. Receipt of an approved CJR in an additionally awarded AFSC does not, in itself, mean the airmen will perform duty in the AFSC when they reenlist.

**5.5.2.4. CJR Expiration Dates.** When airmen receive an approved CJR, they also receive a specific date by which they must reenlist. Airmen who do not reenlist by the CJR expiration date generally lose the opportunity to request another CJR later. Supervisors should strongly encourage their airmen to reenlist as soon as they receive their CJRs because they will probably not have another opportunity.

**5.5.3. Air Force Retraining Program.** Retraining is the key to balancing the career force so the Air Force can meet mission requirements. Airmen in surplus career fields must be encouraged to retrain into shortage AFSCs. In many cases, first-term airmen must retrain in order to reenlist. We will discuss two aspects of the overall retraining program: first-term retraining under the CAREERS, and retraining for second-term and career airmen.

**5.5.3.1. CAREERS Retraining.** First-term airmen who wish to enter the career force may find CAREERS retraining to be the best method for obtaining a CJR. With few exceptions, the Air Force doesn't permit first-term airmen to retrain until they complete a minimum of 35 months of their enlistment (4-year enlistees), or 59 months of their enlistment (6-year enlistees). Airmen must request consideration for retraining into a specialty that has retraining requirements according to the On-line Retraining Advisory. When airmen receive approved

CAREERS retraining, HQ AFMPC normally issues an approved CJR that will allow the airmen to extend their enlistments for a total of 23 months to satisfy the retainability requirement. Reenlistment is not permitted until after the airman completes technical training. If airmen cannot extend to satisfy the retainability, HQ AFMPC will issue a CJR that will permit the airmen to reenlist in their current AFSCs.

#### **5.5.3.2. Retraining of Second-term and Career Airmen.**

The Air Force established this program to encourage second-term and career airmen assigned in overage skills to retrain into shortage skills. If the voluntary phases do not meet program goals, HQ USAF initiates a selective (or involuntary) retraining phase. Airmen identified for selective retraining are directed from overage to shortage skills.

**5.5.3.3. Online Retraining Advisory and Other Information Sources.** HQ AFMPC maintains the Online Retraining Advisory and provides it to all MPFs and MAJCOMs. The advisory is an up-to-date list of all AFSCs showing retraining requirements and overage conditions. The advisory is readily available in the MPF and is a key tool that supervisors and career advisors should use to advise members of retraining opportunities. AFI 36-2626, *Airman Retraining Program*, establishes retraining eligibility and application procedures.

#### **5.5.4. High Year of Tenure (HYT):**

**5.5.4.1.** HYT provides the Air Force with another method of controlling the structure of the enlisted force. HYT essentially represents the maximum number of years airmen may serve in the grades of SrA through CMSgt. Figure 5.5 lists the HYT for each grade.

**5.5.4.2.** AFI 36-2110 contains waiver provisions for airmen who believe they have sufficient justification to warrant retention beyond their HYT, but the majority of airmen are not permitted to reenlist or extend their enlistments if their new DOS exceeds their HYT. Airmen may be eligible to request an extension of enlistment to establish a DOS at HYT for the purpose of separation or retirement. Normally, airmen must be within 2 years of their HYT before they can extend.

#### **5.5.5. Selective Reenlistment Bonus (SRB):**

**5.5.5.1.** The SRB, which began on 1 June 1974, is paid to enlisted members who reenlist in certain selected military specialties. The SRB is the primary monetary incentive to attain the number of reenlistments necessary to support the career force. The SRB is applied selectively to those military specialties in which there are not enough reenlistments. The SRB is paid in three zones:

<u>GRADE</u>	<u>HYT</u>
CMSgt	30 Years
SMSgt	26 Years
MSgt	24 years
TSgt	20 years
SSgt	20 Years
SrA/Sgt	10 Years (note)
NOTE: Airmen with the grade of SrA/Sgt are permitted to serve beyond 10 years, but no more than 12 years, if they receive an SRB.	

**Figure 5.5. High Year of Tenure by Grade.**

- Zone A applies to airmen reenlisting between 21 months and 6 years TAFMS.
- Zone B applies to airmen reenlisting between the 6<sup>th</sup> and 10<sup>th</sup> year of TAFMS.
- Zone C applies to airmen reenlisting between the 10<sup>th</sup> and 14<sup>th</sup> year of TAFMS.

5.5.5.2. The Air Force calculates the SRB on the basis of monthly base pay at the time of discharge, multiplied by the number of years of obligated service incurred on reenlistment, multiplied by the SRB multiple for the skill. Airmen may only collect a maximum payment of \$45,000 per zone. The Air Force pays one-half of the bonus at the time of reenlistment and the remaining money in equal installments on the anniversary of reenlistment.

5.5.5.3. The SRB is not a guaranteed entitlement because HQ USAF reviews and revises the SRB skills' list periodically. Airmen should not make financial plans or commitments based on a reenlistment that has not yet occurred. Your MPF is the best source of information on SRB skills and can advise you if you qualify in your current AFSC or can qualify for an SRB through retraining.

## **5.6. Enlisted Professional Military Education (PME):**

5.6.1. The Air Force realizes that it must educate its enlisted members to be effective leaders, supervisors, and managers. It is not enough for enlisted members to master their AFS; they must also influence their subordinates to uphold the standards, customs, and courtesies of the military profession. For this reason, the Air Force established the enlisted PME program.

5.6.2. The basic objective of enlisted PME is to strengthen the professional military stature of enlisted members through a sound educational program. Enlisted PME attempts to broaden enlisted members' perspectives and increase their knowledge of military studies, communicative skills, leadership, QAF principles and concepts, and supervision, preparing them to assume more responsibility. Supervisors should ensure subordinates who have the potential to assume more responsibility are reminded to attend PME courses as soon as they are eligible. Each person that you recommend must be interviewed and nominated by your commander and must meet the eligibility criteria for the course at the time of nomination and attendance. If those who do not meet these criteria report to school, they will be sent back to their units.

5.6.3. The resident enlisted PME program consists of three courses, each designed for people with a particular grade and experience level.

#### 5.6.4. USAF Airman Leadership School (ALS):

5.6.4.1. The ALS prepares senior airmen (SrA) to assume supervisory duties. This entry-level enlisted PME program is available to SrA after reaching 48 months TAFMS or after being selected for promotion to SSgt. The 4-week course offers instruction and practice in leadership and followership, written and oral communicative skills, and military citizenship in the Air Force. Students learn to appreciate their role as military supervisors and how they contribute to the overall goals and mission of the Air Force.

5.6.4.2. MAJCOMs establish selection procedures to ensure SrA who have the growth potential and ability to become effective leaders and supervisors attend this course. SrA must complete the ALS or have completed the discontinued USAF NCO Preparatory Course before assuming the grade of SSgt. Graduates of the ALS are authorized to wear the NCO PME Ribbon.

#### 5.6.5. NCO Academy (NCOA):

5.6.5.1. The NCOA broadens the leadership and management skills of TSgts and TSgt selectees. It provides more indepth instruction than that received in ALS. The NCOA is a course of approximately 6 weeks that covers Air Force history, Air Force organization and mission, the military justice system, professional skills, customs and courtesies, leadership and management, the substance abuse program, counseling techniques, human behavior, and orientation of newly assigned personnel. The course also includes formal and informal group leadership, management theory, personnel management, problem-solving techniques, the supervisor's role in effective communication, and effective writing in the Air Force.

5.6.5.2. Like ALS, MAJCOMs establish selection procedures to ensure NCOs who have potential for growth as leaders and supervisors attend this course. NCOA graduates should be prepared for increased responsibilities on the job and in base and unit activities. They earn the right to wear the NCO PME Ribbon. If NCOA graduates attended ALS, they will add a bronze oak leaf cluster to the basic ribbon. (NOTE: NCOA completion is required before assuming MSgt.)

#### 5.6.6. Senior NCO Academy (SNCOA):

5.6.6.1. The SNCOA is the highest level of PME available to NCOs. Air University conducts this 7-week resident course at Maxwell AFB (Gunter Annex), Alabama. Each year, HQ AFMPC identifies SMSgts and SMSgt selectees to attend the SNCOA. CMSgts may also volunteer to attend. This course provides the education necessary for senior NCOs to become more effective

leaders and managers during peacetime, time of crisis, and conflict. SNCOA graduates should approach their assignments with an expanded perspective of the military profession and broadened leadership and managerial capabilities.

5.6.6.2. The SNCOA includes communicative skills, international relations, national objectives, employment of military force in achieving Air Force objectives, the Air Force role in force application, management, and effective use of human resources. This course also includes the individual and work environment, management concepts and theories, analytical decisionmaking, managerial styles, and methods of improving workers' performance. The curriculum is also designed to take the theories of sound leadership and management principles and intertwine them with QAF principles and concepts. The students are then allowed to apply these sound quality ideas to simulated case studies in making improvements within their organizations. Graduates earn the right to wear the NCO PME Ribbon. (NOTE: SNCOA completion is required before assuming CMSgt.)

**5.7. Enlisted Evaluation System (EES).** The EES has two objectives. First, it provides airmen with honest, periodic performance feedback so they will know what the Air Force and their supervisors expect. Second, it provides an official record of performance as viewed by officials in the rating chain who are closest to the actual work environment. This information, when incorporated into and considered with other parts of an airman's record, becomes a basis for sound personnel decisions.

**5.7.1. The Evaluation Process.** Evaluation is a four-step process: observing, evaluating, providing feedback, and recording. In this section, we will briefly discuss each of these steps.

5.7.1.1. **Observing.** The basis of evaluation is purposeful observation over a period of time long enough to ensure a thorough look at typical performance. Observe an individuals bearing, behavior, adherence to standards, performance of duties, and quality of work (including actual achievement, efficiency, and morale). Sometimes only work results are available; at other times, you must obtain information from other sources. Try to collect meaningful information from as many sources as possible. The more complete the information, the better the evaluation will be.

5.7.1.2. **Evaluating.** Evaluate performance on specific factors included on the performance feedback worksheet (PFW) and EPRs. Consider the significance and frequency of specific acts when rating a subordinate because isolated cases of poor or outstanding

performance may not accurately represent the ratee. However, be aware that some one-time incidents may merit special consideration.

5.7.1.3. **Providing Feedback.** Provide feedback to help ratees improve their overall duty performance. Use initial feedback session to ensure ratees know the objectives of their job, and regularly schedule followup sessions thereafter to discuss their progress toward meeting these objectives. The greatest challenge of providing performance feedback is critiquing ratees in a manner that encourages self-improvement.

5.7.1.4. **Recording.** Recording the duty performance of ratees for their official record is the final step in the evaluation process and assists you in giving performance feedback.

## 5.7.2. General Rating Problems:

5.7.2.1. **Assessing the Performance of Subordinates.** The EES requires supervisors to formally assess the duty performance of their subordinates. Procedures for making these assessments have steadily improved, but the process will always require human input. When you complete a PFW or EPR, you are responsible for providing an accurate account of an individual's performance. Because you establish work standards, you are going to make subjective observations to some degree, no matter how skillfully the Air Force designs the system.

5.7.2.2. **Objectivity.** Complete objectivity is difficult to attain, so you should give special attention to subjective factors that affect the EES. Studies reveal that human emotion in the evaluation process is primarily expressed in three ways: evaluator leniency, rating on general impressions, and evaluator differences.

5.7.2.3. **Evaluator Leniency.** Many raters tend to give high ratings and are reluctant to give low ones. While this tendency is understandable, it inevitably reduces the usefulness of any evaluation system. The most harmful effect is elimination of the means to distinguish between truly outstanding performers and those who are average or below average. This places outstanding performers at a disadvantage when their records are reviewed with others for promotion and special recognition.

5.7.2.4. **Rating on General Impressions.** PFWs and EPRs require supervisors to evaluate distinct performance factors that should be considered independently. Although evaluators are aware of this, analysis of reports reveals a tendency to rate according to a general impression of the ratee. This general

impression is frequently based only on factors the evaluator knows best.

5.7.2.5. **Evaluator Differences.** Evaluator differences arise for a number of reasons; one is language. Even though EPR forms contain common terminology, words do not always convey the same meaning to each evaluator. Therefore, differences in interpretation are inevitable. Another reason for evaluator differences is the variation in standards evaluators use to rate the performance of their subordinates. If the evaluator's standards are exceptionally high, he or she tends to give relatively low ratings. On the other hand, if the evaluator's standards are low, his or her ratings tend to be relatively high. Also, while this is perhaps the least common reason for evaluator differences, a bias for or against the airman rated can distort these ratings.

5.7.3. **Performance Feedback.** Studies have shown that when supervisors take the time to explain performance standards to their subordinates, productivity generally increases. Many see this as a fundamental practice for supervisors; however, a study conducted by HQ AFMPC in 1988 revealed that many airmen, particularly those in the junior grades, were not completely aware of all their responsibilities and that formal performance feedback was desired. As a result, the Air Force instituted a formal performance feedback system described in AFI 36-2403, *The Enlisted Evaluation System* (EES) (formerly AFR 39-62). Every supervisor should have or obtain a copy of AFI 362403 which is an excellent guide to use when providing performance feedback to enlisted personnel.

5.7.3.1. **Definition of Performance Feedback.** A critical element of the EES is performance feedback, which is written communication between the rater and ratee about the ratee's performance. Performance feedback requires supervisors to discuss objectives, standards, behavior, and duty performance with their subordinates. To be effective, feedback must be clearly stated and the rater must ensure the ratee understands it.

## 5.7.3.2. Who Provides Performance Feedback:

5.7.3.2.1. The rater (usually the ratee's immediate supervisor) must provide feedback on performance. A rater may be an officer or NCO of a US or foreign military service serving in a grade equal to or higher than the ratee, or a civilian (GS-5 or comparable grade or higher) serving in a supervisory position over the ratee. Neither active duty members in the grade of SrA and below nor members of the Reserves in the grade of Sgt and below may serve as raters unless they have completed the USAF Airman Leadership School or NCO Preparatory Course.

<b>Table 5.4. When to Prepare PFWs.</b>			
<b>R</b>	<b>A</b>	<b>B</b>	<b>C</b>
<b>U L E</b>	<b>If the ratee is</b>	<b>and</b>	<b>then a feedback session is required and must be conducted</b>
<b>1</b>	a TSgt or below	has not had an initial feedback session with the current rater	within 60 days of the date supervision began.
<b>2</b>	an AB, Amn, or A1C (with less than 20 months' TAFMS)	has had an initial feedback session with the current rater	every 180 days or until the rater writes an EPR.
<b>3</b>	an AB, Amn, or A1C (with 20 or more months' TAFMS) or a SrA through TSgt	has had an initial feedback session with the current rater	midway between the time supervision began and the planned EPR closeout date (see notes 1 and 2).
<b>4</b>	a TSgt or below	has had an EPR written without a change of rater	within 60 days after completing the EPR (see note 3).
<b>5</b>	an AB through CMSgt	requests a feedback session	within 30 days of the request if at least 60 days have passed since the last feedback session.
<b>6</b>	an AB through CMSgt	the rater determines there is a need for a feedback session	as the rater determines.

**NOTES:**

1. If the ratee is due an annual EPR and the period of supervision is less than 150 days, the rater conducts the feedback session not later than 45 days before the projected EPR closeout date.
2. If the ratee is getting a change of rating official (CRO) EPR, the rater tries to hold a feedback session even within 45 days of the EPR closeout date.
3. Do not conduct a feedback session if the ratee has had a feedback session within 60 days.

5.7.3.2.2. Raters are in the best position to observe the duty performance of ratees because they are usually responsible for day-to-day work activities. Also, because of their knowledge and experience, raters are normally best qualified to discuss Air Force expectations regarding general military responsibilities and opportunities for maintaining proficiency in one's specialty. To ensure ratees are not misled, raters must consider their supervisor's standards and expectations when conducting a feedback session.

**5.7.3.3. When To Give Performance Feedback:**

5.7.3.3.1. Performance feedback is mandatory for TSgts and below and is provided according to table 5.4. Within 60 days of your assignment as a rater, you should conduct an initial feedback session with each of your ratees. Conduct these sessions individually, using them to clearly define for your ratees your standards and performance expectations for the upcoming rating period.

5.7.3.3.2. For airmen who do not receive EPRs (A1C and below with less than 20 months' TAFMS), a followup session is due approximately 180 days after the initial feedback session. During this session, you should

discuss performance in the last period, state your expectations, and provide appropriate direction for future performance. Continue this cycle as long as you remain the rater or until the ratee begins to receive EPRs. You must conduct a followup session within 30 days after completing an EPR that was not required because of a change in rater (in which case the new rater will conduct an "initial" session as outlined above). During this session, you should discuss the performance you recorded on the EPR and state your expectations for the new reporting period and provide direction for meeting them.

5.7.3.3.3. You must conduct a feedback session halfway between the date you were assigned as rater (or the closeout date of the ratees last EPR if you were the rater) and the projected closeout date of the ratees next EPR. During this session, you should focus on how well the ratee is meeting the objectives established in previous feedback sessions. This session presents an opportunity for you to give the ratee a performance progress report and a chance for the ratee to improve performance, if necessary, before the next EPR is due.

5.7.3.3.4. When supervising for short periods, you should conduct a feedback session at least 45 days before

the projected closeout date of the ratee's next EPR. If an unexpected situation creates the need for an EPR before the projected closeout date, you should make every effort to hold a feedback session before writing the EPR.

5.7.3.3.5. A feedback session should also be conducted any time the rater feels the ratee's performance warrants it or when requested by the ratee regardless of the ratee's grade. (See table 5.4 for time limitations.)

5.7.3.4. **Forms To Use.** Use AF Form 931, **Airman Performance Feedback Worksheet**, to provide performance feedback to ratees in the grade of AB through SrA. Use AF Form 932, **NCO Performance Feedback Worksheet**, to provide performance feedback to ratees in the grade of Sgt through CMSgt.

#### 5.7.3.5. **Conducting Performance Feedback Sessions:**

5.7.3.5.1. You must plan feedback sessions around TDYs, leaves, and other absences, whether or not you receive a PFW notice (computer-generated notification from the servicing MPF or Unit Personnel Center).

5.7.3.5.2. You should personally observe the ratee's performance to the fullest extent possible. If geographical separation prevents direct observation, you must attempt to get meaningful information from other sources. You should conduct face-to-face feedback sessions. Conduct sessions by telephone only in unusual circumstances, such as when you are geographically separated or a visit for a face-to-face session is not practical. You may combine performance feedback sessions with other professional development advice; however, only the part of the discussion dealing with performance factors should be recorded on the PFW. Day-to-day conversations with the ratee, while highly encouraged, are not a replacement for documented performance feedback sessions. See chapter 13 for specific information on how to document a performance feedback session.

5.7.3.6. **Verifying or Tracking Performance Feedback Sessions.** Supervisors and commanders are required to verify that performance feedback has been accomplished by periodically canvassing raters and ratees. Raters and ratees must sign a copy of the PFW notice indicating the date feedback was accomplished and provide it to the unit personnel center for filing in the ratees personnel file. No verification or tracking procedures may be established that would require the completed PFW to be shown to anyone.

5.7.4. **Enlisted Performance Reports (EPR).** After you have provided the ratee your initial expectations and objectives and discussed the ratee's progress during performance feedback sessions, the next step is recording the ratees performance for the official record on an EPR.

#### 5.7.4.1. **When To Submit an EPR:**

5.7.4.1.1. An initial EPR is normally submitted when an airman has 20 months' TAFMS. Once the initial EPR is written, performance reports are submitted annually unless one is required because of a change of rater or one is otherwise directed. Usually, the period of supervision must be at least 120 days. The period of supervision may be less when directed by HQ USAF or the commander. Table 5.5 outlines some of the most common times when you should submit an EPR; however, this table is not all inclusive. There are many exceptions and special rules involved in EPR submission requirements. If you are in doubt whether an EPR is required, refer to AFI 36-2403 or contact your MPF for assistance.

5.7.4.1.2. The MPF (EPR element) usually sends a notice and any supporting material (letters of evaluation (LOE)) to your unit. This enables the unit monitor to establish a suspense control to ensure the completed EPR arrives at the MPF on or before the suspense date. After you receive the EPR notice, you should review it and contact your unit EPR monitor or your MPF if you have any questions. You should also provide one copy of the EPR notice to the ratee for review. If the EPR notice indicates that the ratee has a UIF, you should review the contents of this file before preparing the EPR. Also, review the EPR notices information, such as Social Security number, name, grade, and duty title. If you find an error on the EPR notice, contact your unit monitor or your MPF for assistance in resolving the error. Just as there are times when you must submit an EPR, there are other times when you should not submit an EPR.

#### 5.7.4.2. **Do not submit an EPR in the following situations:**

5.7.4.2.1. An A1C or below with less than 20 months' TAFMS.

5.7.4.2.2. A member as a result of death, separation, or retirement. Exception: If the ratee is a SSgt or above who is being discharged from active duty and concurrently entering active or nonactive duty Air Force Reserve (AFRES) status, then prepare an EPR. In this case, the period of supervision must be at least 120 days.

5.7.4.2.3. To cover periods when the ratee is solely in student or patient status. Exception: If the ratee is in student status and otherwise eligible for promotion under WAPS and does not have an EPR or APR on file, then the period of supervision must be at least 60 days.

5.7.4.3. **What Report Form Is Used.** The EPR form you use depends upon the ratees grade on the closeout date. Use AF Form 910 for those in the grades of AB through

<b>Table 5.5. When to Submit EPRs on Airmen on Active Duty. (Notes 1 and 2)</b>			
<b>R U L E</b>	<b>A</b>	<b>B</b>	<b>C</b>
	<b>If</b>	<b>and the period of supervision has been at least</b>	<b>then the reason for the report is</b>
<b>1</b>	The ratee is an A1C or below, has 20 or more months TAFMS, and has not had a report	120 calendar days (notes 3 and 4)	initial.
<b>2</b>	The ratee is a SrA or above and has not had a report for at least 1 year	120 calendar days (notes 4 and 5)	annual
<b>3</b>	The ratee is an A1C or below, has 20 or more months TAFMS, has had an initial report, and has not had a report for at least 1 year	120 calendar days (notes 4 and 5)	annual.
<b>4</b>	The member requires an EPR because of placement on or removal from the control roster according to AFI 36-2907, <i>The Air Force Unfavorable Information File Program</i> (formerly AFR 35-32) (notes 6 and 7)	60 calendar days	directed by the commander.
<b>5</b>	The ratee's performance or conduct is unsatisfactory or marginal, and a special report is appropriate (note 7)	120 calendar days (note 4)	
<b>6</b>	The member needs a report in conjunction with AFI 36-3208, <i>Administrative Separation of Airmen</i> (notes 7 and 8)	60 calendar days	directed by HQ USAF.
<b>7</b>	Authorities place the ratee in reporting identified 9A100 or 9A000 (note 6)	120 calendar days (notes 4 and 9)	
<b>8</b>	Personnel have declared the ratee missing in action, captured, or interned (notes 7 and 10)	as directed	
<b>9</b>	HQ USAF directs a special report (note 11)	as directed	change of rating official (CRO).
<b>10</b>	The ratee departs TDY for formal training for 120 calendar days or more (notes 7, 12, and 13)	120 calendar days (notes 4 and 14)	
<b>11</b>	The ratee departs TDY (other than for formal training) for 120 calendar days or more (notes 7 and 15)	120 days (notes 4, 16, and 17)	
<b>12</b>	The ratee returns from TDY (other than for formal training) of 120 calendar days or more (notes 7 and 15)	120 calendar days (notes 4, 16, and 17)	
<b>13</b>	The rater changes as a result of a PCS or PCA or an approved change of designated rater (notes 7, 12, and 18)	120 calendar days (notes 4, 16, and 17)	

**NOTES:**

- Do not prepare an EPR on USAFR personnel on EAD under 10 U.S.C. 678 or 672. *Exception:* The rater or the ratee departs PCS, or HQ USAF/REP directs.
- If the EPR is already a matter of record and the event or circumstance that brought about the report changes or no longer exists, take no action. The EPR is a valid report and remains in the ratees UPRG. *Exception:* The MPF updates referral EPRs that are prepared as a result of a PCS in the PDS and file them in the ratees UPRG regardless of whether the report was a matter of record at the time authorities canceled or delayed an assignment.
- The closeout date is the day the airman has 20 months TAFMS or had 120 calendar days of supervision. *Exception:* If the ratee has 20 or more months TAFMS and a CRO occurs before the 120-day supervision period, authorities reduce the minimum period of supervision to 60 days. Closeout is the day before the date of departure if the rater changes because of a PCS. The report is "Initial (CRO)".
- Authorities reduce the period of supervision to 60 or more calendar days for referral reports.
- The closeout date is 1 year from the previous EPRs closeout date or when 120 calendar days of supervision have passed. If a CRO occurs after the annual date but before the ratee has had 120 days of supervision, authorities reduce the period of the report to 60 days.
- Reports in accordance with AFI 36-2907 (formerly AFR 35-32) are optional. The closeout of the report that personnel prepare when placing a member on the control roster is the day before the date of placement on the control roster. The closeout of the report that personnel prepare when removing a member from the control roster is the day before the date of removal.
- A1C and below with less than 20 months TAFMS do not receive an EPR.

8. An EPR that an evaluator prepares when the commander implements a discharge closes out within 90 days before the commander's written notice of the proposed action to the airman. The first EPR that an evaluator prepares when placing a member on probation and rehabilitation (P&R) closes out 90 days after entering the P&R period. Subsequent EPRs close out 90 days after the previous EPRs closeout date. For personnel with less than 20 months TAFMS, personnel use an LOE to document these actions.
9. The reports closeout is the day before the date that authorities place the ratee in reporting identifier 9A100 or 9A000.
10. Don't prepare reports for periods of missing in action, captured, or interned status of less than 15 calendar days. For periods of 15 calendar days or more, prepare a report as HQ AFMPC/Evaluation Programs Division (DPMAE) directs.
11. HQ AFMPC/DPMAE (or HQ AFMPC/Promotion Division (DPMAJ) if the report is necessary for promotion consideration) directs reports under this rule.
12. If the ratee is also a rater, authorities assign a new rater for those individuals that the departing rater rates. This rule does not apply if the rater and ratee depart together and no change of designated rater occurs.
13. The TDY requires no EPR if:
  - The ratee is attending formal school due to retraining requirements.
  - The ratee is already performing duty in the retraining AFSC.
  - Authorities expect no change in the rater before the ratee returns to the home station.
14. The reports closeout is the day before the ratee departs.
15. Don't prepare a CRO EPR under this rule. Exception: A change of rater occurs. The home station commander may decide to change the rater to someone at the TDY station if:
  - Someone at the TDY location can perform normal rater duties.
  - The commander at the TDY location agrees that the new rater can perform the necessary duties.
  - The ratees servicing MPF updates the PDS to reflect the rater at the TDY station.
  - The commander assigns a new rater when the TDY ends.
16. Reduce the period of supervision to 60 days if more than a year has passed since the ratees last EPR. The closeout is the day before the rater changes or departs.
17. See AFI 36-2403 to determine the closeout for CRO EPRs.
18. Prepare an EPR under this rule if the Air Force is releasing the ratee (SSgt or above) from active duty to the Reserve (active duty or nonactive duty).

TSgt; use AF Form 911 for those in the grades of MSgt through CMSgt. (Chapter 11 discusses how to complete these forms.)

**5.7.4.4. Who Submits EPRs.** The rater (normally the immediate supervisor) prepares the report with the following exceptions: If the rater dies, is missing in action, is captured or interned, becomes incapacitated, or is relieved of duty for cause during the period of the report, the rater assumes the rating duties. The "new" rater must have sufficient knowledge of the ratees duty performance and the required number of days of supervision as shown in table 5.5. If the rater's rater has insufficient knowledge to prepare the report or lacks the required period of supervision, the MPF consults with the MAJCOM or other activity to appoint someone to serve as the rater. The individual selected must have sufficient knowledge of the ratee's duty performance for the required period of supervision. If no such rater can be found, HQ AFMPC may authorize filing an AF Form 77, **Supplemental Evaluation Sheet**, in the ratees record stating why a report could not be prepared for the period.

#### **5.7.4.5. The Rater:**

**5.7.4.5.1.** The rater is the key to the Air Forces evaluation system. Performance ratings are simply one individual's judgment of another's duty performance; as such, they are subjective. As a rater, you will find that you favor some people over others, and it is easier to give high ratings than low ones. These and other factors can affect an EPR's validity.

**5.7.4.5.2.** Does this mean that ratings are worthless? Just because they are descriptions rather than a precise measurement doesn't make them worthless. To make your ratings as accurate as possible, you must try to overcome your subjectivity. Acquire and use realistic standards and sound judgment, and develop a thorough understanding of the EES. Fortunately, most raters are aware of both the difficulty and importance of their task and conscientiously complete it. The Air Force also provides a review by your supervisor and other senior officials in the rating chain, including the unit commander. In addition, within each MAJCOM, further review may be directed. So you do have others to assist

you in fairly assessing your peoples contribution to your organization and the Air Force.

5.7.4.6. **Writing EPRs.** Writing an EPR takes practice--it is not learned overnight. Take the time to learn the process and do a good job for your people. EPRs are very important to an individual's career; treat them as such.

**5.8. Awards and Decorations Program.** People like and expect to be recognized for the work they do. In effect, recognition says, "I know you are there and what you are doing is important to me and the Air Force. Thanks for your loyalty and effort." Obviously, you would feel appreciated and needed by your organization. Call it understanding, compassion, empathy, or any other term. We know that recognizing people for what they do produces positive effects in mission accomplishment. This concept is the basis of an effective awards and decorations program. The objective of this program is to foster morale, incentive, and esprit de corps. NCOs should completely understand the objective of the program and allow the program to work to the benefit of their subordinates, unit, and themselves.

5.8.1. **Awards.** An award is a formal recognition the Air Force gives to a specific group or person meeting predetermined criteria. This is not to say the Air Force gives awards haphazardly--far from it; awards, like decorations, are a meaningful recognition of excellence. For our purposes here, we have grouped the various awards into five major types. In the following discussion, you should be able to see how these awards give prestige, honor, and job satisfaction to Air Force members.

#### 5.8.1.1. *Service Awards:*

5.8.1.1.1. These awards recognize members for honorable active military service during periods of war or national emergency. They also recognize individuals for participation in specific or significant military operations, and for specific types of service by personnel serving on active duty or as a member of the Reserve forces. The most common service awards today are the Armed Forces Expeditionary Medal, National Defense Service Medal, and the Southwest Asia Service Medal (SWASM). The Armed Forces Expeditionary Medal has been authorized during many operations in which US military members participated, such as Operation Just Cause in Panama (20 December 1989 - 31 January 1990). The National Defense Service Medal is authorized for active service during the Korean Conflict, Vietnam Conflict, and the Persian Gulf Conflict.

5.8.1.1.2. The SWASM is authorized for three separate campaign periods. The first is designated as the Defense of Saudi Arabia (Desert Shield), with corresponding

dates from 2 August 1990 through 16 January 1991. The second campaign is designated as the Liberation and Defense of Kuwait (Desert Storm) from 17 January 1991 through 11 April 1991. The third is designated as the Cease-Fire Campaign from 12 April 1991 to a date to be determined by presidential proclamation concluding the Persian Gulf Conflict.

5.8.1.2. **Unit Awards.** These awards are presented to US military units that distinguish themselves during peacetime or in action against hostile forces or an armed enemy of the United States. To maintain the integrity of unit awards, the acts or services must be clearly and distinctly above that of similar units. There are three unit awards: The Presidential Unit Citation (PUC), Air Force Outstanding Unit Award (AFOUA), and Air Force Organizational Excellence Award (AFOEA).

5.8.1.2.1. **PUC.** The PUC is awarded to units of the US Armed Forces and to units of friendly foreign nations who are serving with the US Armed Forces. The PUC is awarded for extraordinary heroism in action against an armed enemy occurring on or after 7 December 1941. The unit must have displayed such gallantry, determination, and esprit de corps in accomplishing its mission as to set it apart from and above other units participating in the same campaign. The degree of heroism required is the same as would warrant awarding an Air Force Cross to an individual. Being on combat duty for an extended period or participating in a large number of operation missions is not sufficient. The PUC is not awarded to any unit or unit component previously awarded the AFOUA or unit awards from other military service components for the same act or achievement.

5.8.1.2.2. **AFOUA.** The AFOUA is awarded only to numbered units or Air Forces, wings, groups, and squadrons. To be awarded the AFOUA, an organization must have performed meritorious service or outstanding achievements that clearly set the unit above and apart from similar units. Commanders are responsible for annually reviewing the accomplishments of their eligible subordinate units and for recommending only those units that are truly exceptional. Commanders send AFOUA recommendations to their MAJCOMs for consideration. Certain recommendations for the AFOUA are exempt from annual submission. These are recommendations for specific achievements and for combat operations or conflict with hostile forces.

#### 5.8.1.2.3. *AFOEA:*

5.8.1.2.3.1. The AFOEA has the same guidelines and approval authority as the AFOUA. It's awarded, however, to unnumbered organizations such as a MAJCOM headquarters, a field operating agency (FOA), a direct reporting unit (DRU), the Office of the Chief of

Staff, Secretary of the Air Force, and other Air Staff and Deputy Assistant Chief of Staff agencies.

5.8.1.2.3.2. An organization may display the award elements of a unit award.

Designated subordinate units of the organization may also share in the award; however, higher organizations do not. Members may also wear the unit award ribbon individually if they were assigned to the unit during the mission or accomplishment of the cited unit. If you should have a question concerning your eligibility to wear a specific unit award, contact the MPF customer service element. This element is responsible for verifying the individuals eligibility to wear award ribbons.

5.8.1.3. **Achievement Awards.** These awards recognize specific types of achievements while serving on active duty in the Air Force or as members of the air Reserve forces. To receive an achievement award, you must first meet the requirements for that award, and your entire service for the period of the award must be honorable. The MPF customer service element determines and verifies your eligibility for the various types of achievement awards and makes the appropriate entry into personnel records. The MPF customer service element also procures and issues all achievement medals and ribbons. The two most common Air Force achievement awards are the Air Force Good Conduct Medal (AFGCM) and the Air Force Longevity Service Award (AFLSA).

5.8.1.3.1. **AFGCM.** The Air Force awards the AFGCM to enlisted individuals every 3 years for exemplary conduct on active duty. Commanders are responsible for award of the AFGCM. Upon receiving a monthly selection listing from the MPF customer service element, the commander verifies that the member's service has been honorable. If the individual has been convicted by a civil court (other than for a minor traffic violation) or court-martial, received an Article 15 or referral EPR, or been placed on the control roster, the commander may deny the individual award of the AFGCM.

5.8.1.3.2. **AFLSA.** The Air Force presents the AFLSA to members every 4 years for completion of honorable active Federal Military Service. The MPF customer service element verifies the eligibility requirements for this award.

#### 5.8.1.4. **Other Examples of Achievement Awards:**

5.8.1.4.1. **Air Force Overseas Ribbon.** The Air Force awards this ribbon to individuals who are credited with completion of an overseas tour.

5.8.1.4.2. **Air Force Training Ribbon.** The Air Force awards this ribbon to members upon completion of initial

military training.

#### 5.8.1.4.3. **Special Trophies and Awards:**

5.8.1.4.3.1. The Air Force also sponsors various special trophies and awards programs. Individuals receive these awards in recognition of an act of bravery, an outstanding achievement, or a period of meritorious service.

5.8.1.4.3.2. Special trophies and awards are unique, in that MAJCOMs, FOAs, and DRU commanders must nominate individuals to compete for these awards. In most cases, commanders submit nominations annually. The competition among the nominees is keen. The commander's nomination alone serves as a meaningful recognition because it places the individual in competition with "the best" in the Air Force or the nation. Some examples of special trophies and awards are the Twelve Outstanding Airmen of the Year Award and the Lance P. Sijan Award Programs. AFI 36-2805, *Special Trophies and Awards* (formerly AFR 900-29) lists various special trophies and awards programs and the Air Force offices of primary responsibility for management of these programs.

5.8.1.5. **Unit-level Awards.** AFI 36-2805 also provides commanders with the authority to establish special awards for military members within their organization. Many MAJCOMs and bases have supplemental instructions on setting up local programs.

#### 5.8.2. **Decorations:**

5.8.2.1. **What Exactly is a Decoration?** It's a formal recognition for personal excellence that requires individual nomination and Air Force or DoD approval. Decorations are awarded in recognition of acts of exceptional bravery, outstanding achievement, or meritorious service. The act or service must place an individuals performance high above that of his other peers and be of such importance that the person can't receive proper recognition in any other way. When an individual is being considered for a decoration, the determining factors are duty performance, level of responsibility and authority, and the impact of the accomplishment. Each decoration has its own performance requirements for award. You can find specific criteria for each decoration in AFI 36-2803, *The Air Force Awards and Decorations Programs* (formerly AFR 90048). In addition, an individual may receive only one decoration for any act, achievement, or period of service.

5.8.2.2. **Recommending an Individual for Decoration.** Any person, other than the individual being recommended, having firsthand knowledge of the act,

achievement, or service may recommend an individual for a decoration. However, this obligation usually falls on the immediate supervisor. The three decorations you are most likely to deal with are the Air Force Achievement Medal (AFAM), the Air Force Commendation Medal (AFCM), and the Meritorious Service Medal (MSM). You should be familiar with the submission criteria and procedures for these three decorations. (See chapter 13 for specific details about preparing a decoration.)

## Chapter 6

### ENTITLEMENTS AND BENEFITS

**6.1. Introduction.** This chapter covers the important entitlements and benefits received by Air Force members. Become familiar with them, and be prepared to explain them to your subordinates. These entitlements and benefits are part of the Air Force way of life.

your general information and to help increase your awareness of the wide range of pay entitlements the

#### 6.2. Entitlements:

**6.2.1. Military Pay and Allowances.** In general, pay items are taxable, while allowances are not. Basic pay is considered income for Social Security, Federal, and State tax purposes. All other pay entitlements are subject only to Federal and State taxes. Your leave and earnings statement (LES) reflects your current month and year-to-date income for Social Security, Federal, and State taxing purposes under the headings “FED TAXES,” “FICA TAXES,” and “STATE TAXES” in the middle of the form. Guidance on all pay and allowances and related entitlements are in DoD Financial Management Regulation, volume 7A.

**6.2.2. Military (Basic) Pay.** Congress establishes laws to govern your basic pay rate. Your grade and length of Military Service determine your actual rate of basic pay. The accuracy of your military pay date is important because it determines your length of service for pay purposes. In general, your pay date should be the same as the date you entered on active duty if you had no prior service before entering the Air Force. However, if you previously served in certain governmental agencies or enlisted under the Delayed Enlistment Program before 1 January 1985, the Air Force adjusts your pay date to reflect credit for these periods. On the other hand, periods of absence without leave (AWOL), desertion, and sickness or injury due to personal misconduct will result in negative adjustments. Your LES reflects your pay date opposite your grade. Have you checked it lately? For an example, refer to figure 6.1.

**6.2.3. Special and Incentive Pay.** There are a number of pay entitlements associated with special or hazardous duty that are too complex or limited in applicability for discussion here. We have listed the categories below for

military pay system covers. They include hazardous duty incentive pay, parachute pay, demolition pay, experimental-stress pay, imminent danger pay, diving duty pay, submarine duty pay, foreign duty pay, and foreign language proficiency pay.

6.2.4. **Military Allowances.** As mentioned earlier, most allowances aren't taxable. Our allowance system stems from the Government's long-standing concept of furnishing certain items (such as food, quarters, and clothing in material form), ensuring they would be available to the entire military force. When you don't receive these items in kind, the Air Force compensates you with a monetary allowance. It's a unique pay concept in today's financial world and remains one of the strongest features of our military pay system.

6.2.5. **Basic Allowance for Quarters (BAQ).** The Air Force has a legal requirement to provide you and your dependents with adequate housing or to pay you BAQ to partially compensate you for the cost of obtaining commercial quarters at personal expense. Most Air Force installations have a number of family quarters and single dormitory quarters available. Since the installation commander is responsible for ensuring Air Force personnel use these when they are available, you must receive the commander's approval to live off base. If you live in single quarters and have no dependents, you will receive partial rate BAQ. If you live in single quarters and have a child whom you are supporting, you will receive BAQ-DIFF, which is the difference between the "with dependent" and the "without dependent" rates of BAQ. If you live off base with permission, you will receive either with dependent or without dependent BAQ, depending on whether you have eligible dependents. If you and your dependents live in government family quarters, you will receive no BAQ. All BAQ rates vary by grade. Your LES reports your BAQ rate below the heading "ENTITLEMENTS" and is reflected as BAQ. The "PAY DATA" portion of the LES shows your BAQ type and BAQ dependents, as well as other BAQ-related data.

6.2.6. **Variable Housing Allowance (VHA).** The



DEFENSE FINANCE AND ACCOUNTING SERVICE MILITARY LEAVE AND EARNINGS STATEMENT																	
ID	NAME (LAST, FIRST, MI)			SOC. SEC. NO.		GRADE	PAY DATE		YRS SVC	ETS	BRANCH	ADSN/DSSN	PERIOD COVERED				
	JONES, JOHN J.			23-45-6789		E7	780127		16	930902	AF	5250	1-31 AUG 94				
ENTITLEMENTS				DEDUCTIONS				ALLOTMENTS				SUMMARY					
TYPE		AMOUNT		TYPE		AMOUNT		TYPE		AMOUNT							
A	BASE PAY	2067.30		FEDERAL TAXES	247.22								+AMT FWD		.00		
B	BAQ	500.10		FICA-SOC SECURITY	128.17								+ TOT ENT		2,885.12		
C	BAS	210.80		FICA-MEDICARE	29.98								- TOT DED		1,656.18		
D	VHA	106.92		SGLI FOR 200,000	18.00								- TOT ALMT		.00		
E				AFRH (USSH)	.50								= NET AMT		1,228.94		
F				DENTAL	9.65								- CR FWD		.00		
G				MID-MONTH-PAY	1222.66								= EOM PAY				
H														1,228.94			
I																	
J																	
K																	
L																	
M																	
N																	
O																	
TOTAL		2885.12				1656.18											
LEAVE	BF BAL	ERND	USED	CR BAL	ETS BAL	LV LOST	LV PAID	USE/LOSE	FED TAXES	WAGE PERIOD	WAGE YTD	M/S	EX	ADD'L TAX	TAX YTD		
	28.0	27.5	37	18.5	49.0	.0	30.0	.0		2067.30	16277.66	S	D1	.00	1938.65		
FICA TAXES	WAGE PERIOD	SOC WAGE YTD		SOC TAX YTD		MED WAGE YTD		MED TAX YTD		STATE TAXES	ST TX	WAGE PERIOD	WAGE YTD	M/S	EX	TAX YTD	
	2067.30	16277.66		1009.20		16277.66		236.06				.00	.00	S	D1	.00	
PAY DATA	BAQ TYPE	BAQ DEPN	VHA ZIP	RENT AMT	SHARE	STAT	JFTR	DEPN	20	JFTR	BAS TYPE	CHARITY YTD	TPC	PACIDN			
	W/DEP	SPOUSE	78150	895.00	1	R		0			REGULAR	.00					
<b>REMARKS:</b> YTD ENTITLE <u>22957.31</u> YTD DEDUCT <u>3397.11</u>  VHA BASED ON W/DEP, ZIP 78150   BANK: BANK OF AMERICA   ACCT #: 987654321-00  LOOKING FOR A CHALLENGING, REWARDING CAREER BROADENING ASSIGNMENT? INTERESTED IN EARNING UP TO \$275/MONTH SPECIAL DUTY ASSIGNMENT PAY? THE AIR FORCE NEEDS TOP-NOTCH SSGTS AND TSGTS WITH AT LEAST 2 YEARS TIME ON STATION AND LESS THAN 16 YEARS TAFMS TO SERVE AS AIR FORCE RECRUITERS IN LOCATIONS NATIONWIDE. TO FIND OUT IF YOU QUALIFY, CONTACT YOUR LOCAL MILITARY PERSONNEL FLIGHT OR CALL THE RECRUIT-THE-RECRUITER TEAM AT DSN 487-2812.																	

FAS FORM 702, MAY 92

Figure 6.1. Leave and Earnings Statement.

Figure 6.1. Leave and Earnings Statement

purpose of VHA is to help defray the cost of obtaining housing in designated high-cost areas within the United States, to include Alaska and Hawaii. VHA rates vary among the designated high-cost areas and between grades within a designated area. To receive this entitlement, you must be eligible to receive BAQ at the with or without dependent rate, and you must be assigned to a designated high-cost VHA area. Your VHA depends on the maximum rate that applies to your permanent duty station (PDS) of assignment. A member serving an unaccompanied oversea tour and whose dependent or dependents live in a designated VHA area in the continental United States (CONUS) should receive this allowance. Since VHA rates vary and you can continue to receive the entitlement from one assignment to another, it's important that you know the applicable maximum rate for your present duty assignment. If your actual housing expense (your actual rent or mortgage and flat-rate utility allowance combined) doesn't equal or exceed your combined BAQ and maximum VHA rate, you'll receive a reduced VHA amount. The reduced

VHA payment consists of 50 percent of the difference in BAQ and VHA, minus your rent or mortgage and utilities payments. You should check this information against your LES to prevent the possibility of overpayment or underpayment of VHA.

**6.2.7. Basic Allowance for Subsistence (BAS).** When authorized to receive BAS, the availability or nonavailability of a government dining facility and the related costs of procuring meals in the area can result in five different types of BAS. Your "BAS Type" is reflected on your LES opposite the heading "PAY DATA."

**6.2.7.1. Separate Rations.** This is a daily allowance that closely relates to what it costs the Government to provide meals to a member in a government dining facility. It's the most common type of BAS, and the installation commander or a designee must approve this entitlement for an individual to receive it. Here again, the installation commander is responsible for ensuring Air Force personnel use available government dining

facilities to the fullest extent compatible with economy and efficiency.

6.2.7.2. ***Rations in Kind Not Available.*** When enlisted members are unable to eat in a government dining facility, they should receive a BAS rate that's slightly higher than the separate rations allowance.

6.2.7.3. ***BAS Under Emergency Conditions.*** Enlisted members receive an emergency BAS allowance when a government dining facility isn't available and the Secretary of the Air Force has approved the payment of the allowance because of the extraordinarily high cost of commercial meals in the area. Periods of entitlement are most often of a temporary nature and normally associated with disaster relief.

6.2.7.4. ***Prorated and Supplemental BAS.*** These two BAS allowances are the most difficult to understand and, therefore, best explained through an example. Members with meal cards, entitled to the rations in kind not available BAS rate for the actual meals they buy, can receive prorated BAS. For example, customs inspectors in overseas areas often perform duty away from their PDS to watch a moving company pick up household goods. When members must perform duty away from their PDS (not on travel orders) and buy a meal or meals from a commercial source, they may receive prorated BAS for their meal or meals. Supplemental BAS is for members already receiving separate rations. These members should receive the difference between the rations in kind not available and the separate rations BAS rates for the actual meal or meals they buy.

6.2.8. ***Clothing Replacement Allowance (CRA).*** You receive this annual allowance for maintaining, repairing, and replacing your initial issue of uniforms. There are two types of CRA. Your entitlement to either of these allowances depends on the "entered on active duty date" recorded in your master military pay account. You receive the allowance annually on or near your anniversary date of active duty. The allowance will appear on your LES opposite the term "CLOTHING" under the "ENTITLEMENTS" heading. The two types are:

6.2.8.1. ***CRA Basic.*** CRA basic automatically starts accruing after you complete 6 months of active duty.

6.2.8.2. ***CRA Standard.*** CRA standard, a slightly higher allowance, automatically replaces CRA basic after 36 months on active duty.

6.2.9. ***Family Separation Allowance (FSA).*** There are two types of FSAs: FSA-I and FSA-II. We'll briefly look at each one.

6.2.9.1. ***FSA, Type I.*** The purpose of this allowance is to defray the cost of procuring off-base quarters when a member with dependents is serving an unaccompanied overseas tour (other than Hawaii) and adequate single government quarters aren't available for assignment. FSA-I rates are the same as single BAQ rates for each grade. You may understand this allowance better if you imagine yourself as being married, but going permanent change of station (PCS) to an overseas location without your family. Upon arrival, the base housing office informs you that government quarters aren't available and instructs you to find off-base quarters. In this situation, the FSA-I helps you defray the cost of obtaining off-base quarters by recognizing your BAQ supports your dependents in the CONUS.

6.2.9.2. ***FSA, Type II (Reassignment).*** This is a monthly allowance that helps defray the cost of maintaining two households resulting from enforced separation from dependents due to a PCS assignment (dependent restricted). To be eligible for this entitlement, your dependents must not live at or near your duty location.

6.2.9.3. ***FSA, Type II (Temporary).*** The intent of this allowance is identical to FSA, type II (reassignment); however, the conditions of the entitlement are associated with the enforced separation from dependents for more than 30 continuous days as a result of temporary duty (TDY) travel. If you have dependents and perform temporary duty for more than 30 inclusive days, you should contact the defense accounting office (DAO) to complete the documentation requirements for FSA, type II (temporary) after settlement of your travel claim.

6.2.9.4. ***Station Allowances Outside the United States.*** The aim of overseas station allowances is to defray the higher than normal cost of living or cost in procuring housing in overseas areas. Allowances the Air Force authorizes at overseas locations include temporary lodging allowance, interim housing allowance, overseas housing allowance, and cost of living allowance. The Air Force authorizes these allowances only at certain locations. Members receive information regarding their specific entitlements during overseas inprocessing. When you receive notification of a pending overseas assignment, you can receive advance information regarding the specific allowances authorized for the overseas area by contacting your local DAO.

6.2.10. ***Deductions.*** Involuntary and voluntary deductions make up two general categories of payroll deductions.

6.2.10.1. ***Involuntary Deductions.*** First, let's look at your involuntary deductions.

6.2.10.1.1. *Federal Insurance Contributions Act (FICA)*. This is your Social Security tax. The funds generated from this deduction cover survivors, disability, and hospital insurance benefits for you in old age. The Air Force contributes an amount equal to the amount withheld from all service members.

6.2.10.1.2. *Federal Income Tax Withholding (FITW)*. The objective of FITW is to withhold an amount that will offset a member's Federal income tax bill for the year. Factors such as outside income, one-time taxable entitlements, and the individual's preference of filing short- or long-form tax returns make it impossible to develop a system to offset your tax bill exactly. Your experience with past income tax returns is the best guide in determining how much your DAO should withhold from your pay. Factors to consider include different formulas used in determining amounts withheld for single and married members and the number of exemptions you claim. Since this may not be sufficient to offset your year's tax bill, you may have additional FITW withheld in increments of \$5 per month if you desire. There's a 28 percent tax withholding on all one-time payments.

6.2.10.1.3. *State Income Tax Withholding (SITW)*. The tax laws of your State of legal residence will determine whether you must pay State taxes. The amount withheld from your check depends upon the tax rate of your official State of residence. One-time payments may also be subject to State tax. Your State for tax purposes is reflected in the first column under "STATE TAXES" on your LES.

6.2.10.1.4. *Armed Forces Retirement Home (AFRH)*. The permanent trust of the AFRH (formerly the US Soldiers' and Airmen's Home (USSAH)) is the US Treasury. The AFRH Board of Commissioners administers the trust on behalf of contributors.

6.2.10.2. *Voluntarily Deductions*. Now that we have explained what the involuntary deductions include, let's see what types of things you can deduct from your check voluntarily.

6.2.10.2.1. *Servicemen's Group Life Insurance (SGLI)*. This is a low-cost, Government-subsidized insurance program that covers you up to a maximum amount set by law. You can choose less coverage or elect no coverage, but you must do so in writing. The office of primary responsibility for administering the program is the MPF.

6.2.10.2.2. *Allotment System*:

6.2.10.2.2.1. The allotment system helps Service members administer their personal finances. You can

start an allotment to cover a wide variety of financial obligations, such as repayment of home loans, automobile loans, delinquent State and Federal income taxes, and American Red Cross or Air Force Aid Society loans. You may also start an allotment for a personal savings program, support of family members, and payment of insurance premiums.

6.2.10.2.2.2. Like deductions, allotments released at the end of each month go to the payee you designate. To allow for sufficient lead time, you should start allotment transactions about 30 days before the month in which you want the allotment started, changed, or stopped. Occasionally, updating of an allotment transaction may occur after the cutoff date for the midmonth payday. This will result in the entire amount of the allotment being deducted from your end-of-month pay. Normally, if paid twice a month, the allotment is deducted in equal amounts from your midmonth and end-of-month pay. If you're paid once a month, the entire amount is deducted from your monthly paycheck.

6.2.11. **Payments**. This section discusses categories of payments. Each serves a specific purpose, and understanding them will help you maintain good control over your finances.

6.2.11.1. *Regular Payments*. You have an option of receiving regular payments once or twice a month. You may request a change in the frequency of regular payments. One of the most important factors for you to understand about the pay system is the purpose of the cutoff dates and their impact on your pay. The cutoff date is the day when the DAO stops the processing of transactions against pay accounts so the regular pay can begin. The cutoff is necessary because it takes time to compute, prepare, and deposit or deliver paychecks. While the cutoff dates fluctuate from payday to payday, they're generally around the 6<sup>th</sup> for the midmonth payday and the 20<sup>th</sup> for the end-of-month payday. Whatever is on your pay account as of the cutoff date determines what you'll receive on the following payday. Since the processing time to update a transaction is generally around 5 workdays, you can project the payday on which a specific entitlement or change will take effect.

6.2.11.2. *Partial Payments*. You may request partial payments of earned pay and allowances, reduced by normal deductions, when an emergency or temporary hardship occurs. The Air Force will deduct the full amount received on the earliest pay date.

6.2.11.3. *Advance Payments*. Advance pay helps you defray additional expenses you may experience during a PCS. In short, it's a loan of up to 3-months' basic pay, less the mandatory deductions of FICA, FITW, SITW,

AFRH, and all known debts currently being deducted from your pay. If the desired payback period is 12 months or less, then only SrA and below require the approval of their immediate commander. If the desired payback period is greater than 12 months, then all members require the approval of their immediate commander. Payback periods greater than 12 months are only approved in cases of genuine hardship.

6.2.11.4. **Casual Payments.** Casual payments are payments of regular pay and allowances paid to you while you're away from your PDS or while en route between stations on PCS. Receipt of a casual payment requires positive identification of the member and determination of pay status and amount due. If you receive a casual payment, it's important you check your master military pay account upon arrival at your PDS to ensure it shows a record of this payment. This is necessary because delays in processing payments by the en route office may result in overpayment.

6.2.11.5. **Collection of Debts.** Air Force members who owe debts to the Federal Government or instrumentalities of the Government don't have to give their consent in order for the Air Force to collect the debt. However, the individual must receive due process (that is, the individual must receive notification of the pending collection of a debt and be given a chance to repay the debt before any withholding action occurs). There are, however, exceptions to this policy. Due process need not be completed before the start of a collection action if the following condition exists: An individual's estimated date of separation isn't sufficient to complete collection and the Air Force would be unlikely to collect the debt. Due process wouldn't apply when the collection action can be completed within two monthly pay periods for DoD debts only. These include debts stemming from willfully damaging or wrongfully taking government property, court-ordered child support or alimony, writing bad checks to the base exchange or commissary, any indebtedness to a nonappropriated fund activity, and delinquent Federal taxes. The Air Force will also collect debts involving any Federal agency, unserved portions of a reenlistment bonus, delinquent hospital bills for family members, excess shipment of household goods, loss or damage to government property, and erroneous payments made to or on behalf of the member by the Air Force.

6.2.12. **Waiver and Remission Provisions.** You may request relief from valid debts by applying for waiver and remission provisions. You should contact your local finance office for specific guidance and assistance regarding these programs.

#### 6.2.12.1. **The Waiver Law:**

6.2.12.1.1. When a member receives erroneous pay or

allowances he or she may apply for a waiver of claims by the United States within 3 years from the date an appropriate official determined an erroneous payment occurred.

6.2.12.1.2. Generally, a waiver is granted when there is no indication of fraud, misrepresentation, fault, or lack of good faith on the part of the member or any other person having an interest in obtaining a waiver of the claim. A waiver will usually be denied if you knew or reasonably should have known the payments were erroneous at the time you received them.

6.2.12.2. **The Remission Law.** This law applies only to active duty enlisted members. In general, the Secretary of the Air Force may consider any indebtedness for remission. However, the Air Force may not remit or cancel any debt due to noncollection of a court-martial forfeiture and those due to excess leave. In addition to the circumstances creating the debt and the issue of good faith on the part of the member, financial hardship is a factor for consideration.

6.2.13. **Travel Entitlements.** Let's now shift the discussion to the travel of military personnel and their dependents. We'll discuss the basic entitlements associated with PCS and TDY travel. Three general categories of travel entitlements apply to both PCS and TDY: per diem, transportation, and miscellaneous reimbursable expenses.

#### 6.2.13.1. **Per Diem:**

6.2.13.1.1. This is an allowance that helps defray the costs of quarters, meals, and incidentals, such as tips to waiters and money for laundry and drycleaning.

6.2.13.1.2. TDY per diem rates depend on the TDY location. The idea is to pay a prescribed amount for meals and incidental expenses plus the actual amount for lodging, not to exceed the maximum lodging rate for the specific location. The rates depend on the availability of government facilities, such as government quarters and dining facilities.

#### 6.2.13.2. **Transportation:**

6.2.13.2.1. The mode of transportation you use between the points designated in the travel order will determine your transportation entitlement. For example, if the Government provides or arranges your transportation at no cost, it's understandable you wouldn't receive a transportation allowance. On the other hand, if you receive authorization to travel at personal expense, you'll receive a reimbursement to help defray the costs you incur.

6.2.13.2.2. The conditions under which transportation costs are reimbursable for TDY are essentially the same as for PCS (see below). You may drive your own privately owned vehicle (POV) or purchase your own commercial transportation if your travel orders don't direct a particular mode of transportation. Reimbursement for both the monetary allowance in lieu of transportation (MALT) or ticket cost is limited to what it would have cost the Government to procure the transportation for you. Because of this, you should request the traffic management office (TMO) to obtain your transportation when you go TDY. TMO must arrange overseas transportation.

6.2.13.3. **Miscellaneous Reimbursable Expenses.** These include reimbursement for such things as tips for baggage handling at airports; official telephone calls; travel from your home or place of lodging to the servicing transportation terminal by taxi, limousine, bus, or private automobile; fees for traveler's checks, passports, and visas; and rental vehicles when your travel orders authorize them.

6.2.14. **PCS Entitlements.** The Air Force realizes you incur certain expenses when you make a PCS move. Let's look at some of the entitlements the Air Force provides to help defray these costs.

6.2.14.1. **Transportation Allowance.** When you go PCS, you'll receive certain types of travel allowances. The paragraphs below identify some of them:

6.2.14.1.1. **Government Conveyance.** Members traveling by a government conveyance don't spend money for transportation costs and, thus, don't receive a transportation allowance.

6.2.14.1.2. **Government-Procured Transportation.** Upon request, your local TMO will make transportation arrangements for you with commercial airlines or surface common carriers, such as rail or bus. You must use government or government-procured transportation for travel to, from, or between overseas points. Because the transportation doesn't cost you anything, you won't receive a transportation allowance. However, if you use government conveyance or government-procured transportation you are eligible to receive per diem and reimbursement for miscellaneous expenses incurred. Your travel orders may specifically authorize you to arrange your own transportation; or in specific instances, the TMO may issue you a statement of nonavailability for government or government-procured transportation.

6.2.14.1.3. **Use of POV.** When you travel by POV, you receive a monetary allowance in lieu of transportation that consists of a set monetary rate per mile.

6.2.14.1.4. **Personally Procured Transportation.** When purchasing your own commercial ticket, you're entitled to the actual cost of the ticket, not to exceed the cost the Government would have incurred. This doesn't apply to travel to, from, or between overseas areas.

6.2.14.1.5. **Mixed Modes.** When you travel using both Government and personally procured modes of transportation, the Air Force uses a combination of rules. You should contact your DAO for specific guidance in this area.

6.2.14.1.6. **Dependent Travel.** If your dependents travel by POV, you'll receive a MALT and flat rate per diem for the distance that your dependents travel. If your dependents purchase commercial common carrier transportation, you may be reimbursed for the actual cost of the transportation, not to exceed the cost the Government would have incurred. You also receive a per diem allowance for your dependents. When the Air Force restricts travel of dependents to an overseas location, your dependents may move at government expense to any place within the CONUS that you designate. With special approval, your dependents may move outside the CONUS.

6.2.14.2. **Dislocation Allowance.** This is an allowance equal to 2-months' BAQ at either the with or without dependents rate. It's payable to all members with dependents when dependents relocate their household goods in conjunction with a PCS. It's also payable to members without dependents if they aren't assigned permanent government quarters.

6.2.14.3. **Temporary Lodging Expense.** A member arriving or departing PCS at a location within the CONUS may receive this allowance to help defray the added living expenses incurred during occupancy of temporary lodging.

6.2.14.4. **Temporary Lodging Allowance.** A member arriving or departing PCS at a location outside the CONUS may receive this allowance to help defray the added living expenses incurred during occupancy of temporary lodging.

6.2.14.5. **Shipment of Household Goods.** Members experiencing a PCS move may ship household goods, within certain weight limitations, at government expense. Authorized weight allowances depend on the grade of the member and whether he or she has dependents. Also, you're eligible to move your household goods by the do-it-yourself (DITY) program.

6.2.14.6. **Shipment of Unaccompanied Baggage.** This provision refers to the portion of the PCS weight allowance that you can ship by air transportation.

Members may ship between 400 and 1,000 pounds, depending upon their grade.

6.2.14.7. **Shipment of POV.** When authorized, you may ship one POV at government expense when ordered to go on a PCS to, from, or between oversea locations. When the husband and wife are both members of the Air Force, they may each ship one vehicle. Some restrictions apply on the shipment of foreign-made or foreign-assembled POVs. You can receive information on these restrictions from your local TMO.

6.2.14.8. **Mobile-Home Allowance.** Members who own a mobile home should contact the TMO to arrange for its transportation. In certain circumstances, a member may arrange or contract personally for the movement of the mobile home. Shipment of a mobile home precludes entitlement to shipping unaccompanied baggage and household goods.

**6.3. Benefits.** This paragraph covers many of the special benefits available to eligible Air Force personnel. From educational opportunities to morale, welfare, recreation, and services activities, the Air Force has much to offer. Become familiar with these benefits, and take the time to explain them to your subordinates.

#### 6.3.1. Educational Benefits:

6.3.1.1. **Financial Assistance.** More than 500 American colleges and universities provide degree programs for airmen on and near Air Force bases all over the world. Courses are offered in the evening and during the day to accommodate work schedules. The local education services officer will assist you in selecting a degree program or courses that will meet your needs. To help defray the cost of obtaining off-duty education, the Air Force offers three programs that benefit Air Force personnel.

6.3.1.1.1. **Tuition Assistance (TA).** To assist individuals in furthering their education, the Air Force provides a TA program (with some restrictions) to all eligible Air Force members. The Air Force will pay 75 percent of the cost of tuition and instructional fees at approved institutions. The member pays the remaining tuition plus the cost of books and supplies.

6.3.1.1.2. **Veterans Education Assistance Program (VEAP).** This program is the successor to the Vietnam Era GI Bill. Unlike the Vietnam Era GI Bill, VEAP is a contributory program in which the Government pays \$2 for every \$1 you put into your account up to \$2,700. The money is available to use after you complete your initial obligated service time.

6.3.1.1.3. **Montgomery GI Bill (MGIB).** Eligible

individuals who enter the service for the first time on or after 1 July 1985 are enrolled in the Montgomery GI Bill. This program is a reduced pay program. Individuals receive a reduced pay (\$100 less) for 12 consecutive months and the Department of Veterans Affairs adds \$13,375 for a total of \$14,575 (VA contribution increased to this amount effective 1 October 1994). In service use of the Montgomery GI Bill is permitted after 2 years of continuous active duty. Benefits expire 10 years after separation or retirement. The amount of the total benefit will be adjusted each year to a percentage of the cost of living index.

#### 6.3.1.2. **Community College of the Air Force (CCAF):**

6.3.1.2.1. The Air Force has always recognized the positive effects of education for Air Force men and women and has continually established educational programs to meet the needs of the Air Force, its personnel, and society. *The most notable of these programs is CCAF, the only federally chartered degree-granting institution that awards an associate degrees to enlisted members of the active duty Air Force, Air National Guard (ANG), and Air Force Reserve (AFRES).* The Associate in Applied Science degree is awarded for successful completion of a degree program specifically designed for an Air Force specialty. CCAF also offers several certification programs for airmen.

6.3.1.2.2. When originally established in 1972, CCAF awarded career education certificates and was an accredited member of the Southern Association of Colleges and Schools, Commission on Occupational Education Institutions. In July 1976, the President signed Public Law 94-361 granting CCAF authority to award the associate degree contingent on approval of the Commissioner of Education. This approval was granted in January 1977; and in 1980, CCAF received accreditation from the Southern Association of Colleges and Schools, Commission on Colleges.

6.3.1.2.3. The CCAF administrative staff located at Maxwell AFB, Alabama, coordinates educational matters with personnel at approximately 500 locations around the world. Student records are maintained at Maxwell where transfer credit is evaluated, transcripts and student progress reports issued, and all other related administrative functions performed. An electronic network links CCAF with most of these locations and permits timely and accurate reporting of student progress.

6.3.1.2.4. The CCAF system teaches approximately 5,000 courses which vary from a few days to several months in length and carry a college credit value of 1 to 81 semester hours. Most of these courses are taught by training groups, professional military education (PME)

schools, and maintenance training flights. Program administrators update the student record system daily to ensure course graduates receive proper credit.

6.3.1.2.5. Even with a large, worldwide system, each student receives personal attention. CCAF counselors are available in the education office at each Air Force installation to advise and help students complete their graduation requirements. Through these counselors, students stay in contact with the CCAF administrative center and receive timely feedback on their progress.

6.3.1.2.6. The average CCAF graduate completes more than 48 percent of the course work at a regionally accredited civilian institution or through national testing programs. Recent studies show that more than 45 percent of the "Top 3" and more than 65 percent of the senior and chief master sergeants are CCAF graduates. As of April 1995, CCAF had awarded more than 139,000 degrees.

6.3.1.3. ***College Credit by Examination.*** Earning college credits through validation examination is an excellent way of advancing your education. By doing well on these examinations, you may earn up to 60 semester hours of college credit at no financial cost to you. There are two major types of examinations available to military personnel:

6.3.1.3.1. *The Defense Activity for Nontraditional Education Support (DANTES).* The DANTES subject standardized tests (DSST) offer a series of tests for obtaining academic credit at colleges. The DSSTs are essentially course achievement tests. Each DSST is based on several textbooks commonly used for a course of the same or similar title. Some of the DSSTs include law enforcement, electronics, business, natural science, social science and history, and mathematics.

6.3.1.3.2. *The College Level Examination Program (CLEP).* CLEP tests show your college-level competency. The general CLEP tests measure college-level achievement in five basic areas: English composition, humanities, mathematics, natural science, and social science and history. These tests usually cover the first 30 semester hours of college (3 to 6 semester hours per test depending on the college). In addition to the five general CLEP areas listed above, CLEP tests are also available in subject areas that include business, education, English, humanities, social sciences, mathematics, natural sciences, and language.

6.3.1.4. ***Bootstrap Education Program.*** Another program available to enlisted members is the Bootstrap Program. Under this program, if a member is within 1 year of completing a college degree, the member may

apply to go on permissive TDY to complete the degree requirements. First-term airmen must be selected for reenlistment before being eligible to apply for the Bootstrap Program. Upon completion of the TDY, members must have sufficient time remaining on their enlistment equal to three times the length of the TDY.

6.3.1.5. ***Commissioning Programs.*** It's possible for you to obtain a commission while on active duty through one of various commissioning programs. We will discuss the most common programs below:

6.3.1.5.1. *Airman Education and Commissioning Program (AECPP).* This program is one in which you can complete your college education and subsequently receive a commission. If selected, the Air Force will allow you up to 36 months, depending upon academic discipline, to complete your work in a full-time course of study at a civilian educational institution. Upon graduation from college, you will enroll in the Officer Training School (OTS), USAF.

6.3.1.5.2. *Officer Training School (OTS).* If you possess a baccalaureate or higher degree from an accredited college or university, you may be eligible for a commission through the OTS program. Contact your MPF customer service element for additional information about this program.

6.3.1.5.3. *US Air Force Academy (USAFA).* The USAFA offers an attractive opportunity for young men and women who want to further their education and pursue a career in the Air Force. The USAFA provides 4 years of academic education with military and physical training to prepare cadets to become Air Force officers. Graduates receive a bachelor of science degree. Some USAFA applicants, who have an overall excellent record, but have a weakness in mathematics or English, may be offered admission to the Air Force Academy Preparatory School. Students receive intensive instruction in English, mathematics, and military and physical training. Upon graduation, many are offered admission to the USAFA for the following year.

6.3.1.5.4. *Air Force Reserve Officer Training Corps (AFROTC) Airman Scholarship and Commissioning Program (AFROTC-ASCP).* This program allows you to receive an AFROTC scholarship to attend a college or university of your choice if it offers a 4-year AFROTC program. If selected for this program, you'll be discharged from active duty and enlisted in the Air Force Reserve. Upon completion of your degree and the AFROTC requirements, you'll receive your commission in the Air Force.

6.3.1.5.5. *Other Commissioning Opportunities.* Although not presented here, there are other

commissioning programs. Some of them include the Judge Advocate Direct Appointment Program, the Medical Service Direct Appointment Program, and appointment of USAF Reserve airmen not on extended active duty.

### 6.3.2. Other Benefits:

6.3.2.1. **Medical.** Broad medical entitlements and benefits exist for Air Force personnel and their families. As an active duty Air Force member, you receive medical care, including comprehensive dental care, at little or no cost. Your family is eligible for medical care provided in military medical facilities or through the Civilian Health and Medical Program of the Uniformed Services (CHAMPUS) when care is not available in military facilities. CHAMPUS will pay a significant share of the cost for a wide range of health care services, and CHAMPUS eligible beneficiaries will have the opportunity to select from several types of health plans with varying levels of cost-share requirements. Retirees and their dependents remain eligible for CHAMPUS until they qualify for Medicare, usually upon reaching age 65. Some people become eligible for Medicare coverage before reaching age 65, based on individual disability. These individuals are entitled to both CHAMPUS and Medicare benefits until they reach age 65 provided they are enrolled in Medicare Part B. All other DoD beneficiaries, upon becoming eligible for Medicare, lose their eligibility for CHAMPUS. Whether eligible for CHAMPUS or Medicare, DoD beneficiaries indefinitely retain their eligibility for space-available medical care in military medical facilities.

6.3.2.2. **Dental.** The DoD's Active Duty Dependents Dental Plan (ADDDP) offers basic preventive and restorative dental care to the enrolled families of active duty sponsors. Civilian dentists provide the care. Either the dentists or the patient may file claims, with the civilian contractor operating the dental plan for the services. ADDDP is not a CHAMPUS program. It provides dental care distinct from that authorized under CHAMPUS for conditions directly related to identified medical conditions. For more information about the ADDDP, contact the health benefits adviser at your nearest military medical treatment facility.

6.3.2.3. **Legal Services.** Professional legal advice and consultation services by a legal assistance officer are available without charge to Air Force members and their dependents. These services can save time and money on legal problems of a noncriminal nature. Legal services may be available in the following areas: family law (divorce, custody, and support); wills and probate; consumer problems (including bankruptcy); adoption and

change of name, domicile and residence; and taxation (Federal, State, and local).

6.3.2.4. **Air Force Services Program.** The mission of the Air Force Services program is to "contribute to readiness and improve productivity through programs promoting fitness, esprit de corps, and quality of life for Air Force people."

6.3.2.4.1. The Air Force prides itself on the high quality of its fitness and sports programs and facilities. These activities serve active duty personnel and their family members as social activities in competitive events and provide the tools for individual fitness. Air Force members may be provided training programs and permitted to compete in higher level sporting events if these competitions don't interfere with unit mission requirements.

6.3.2.4.2. Services offers a variety of child-care programs on each major installation. Children, ranging in age from 6 weeks through 10 years, receive care each day in centers and family day-care homes. Also, a youth activities program supports the morale of parents by providing a comprehensive, year-round activities program that improves and maintains the physical and mental well-being of youth.

6.3.2.4.3. Services activities include a variety of outdoor recreation programs. These include swimming pools, family campgrounds, skeet and trap ranges, outdoor recreation activities, on- and off-base recreation areas, outdoor adventure activities, marinas, and recreation lodging.

6.3.2.4.4. Air Force clubs are an essential part of the Air Force Services Program. Clubs are a membership association of eligible personnel whose purpose is to allow these personnel, their family members, and guests to meet and socialize in an environment of mutual interests. The clubs function with the objectives of being self-sufficient, meeting the needs of the DoD community, and serving as the primary facility for the hosting of protocol and community relations events approved by the installation commander. Inherent in the club's purpose is the necessity to provide the best possible services in a responsive manner.

6.3.2.4.5. Services also includes the Air Force Library and Information System. This is the primary source of library services for Air Force personnel worldwide. Services fall into three categories: mission support, educational support, and leisure-time support.

6.3.2.4.6. Skills development centers provide many opportunities for patrons to use facilities dedicated to arts, crafts, and industrial arts. These programs provide

challenging, well-managed, and increasingly difficult classes to stimulate creativity, new interests, and self-confidence.

6.3.2.4.7. In many locations, the community activities center serves as the hub of the base community and provides basic programs and services. These include family-oriented programs, leisure vocational classes, basewide social recreational events, basewide competitive recreational events, cultural activities, entertainment programs, leisure resource services, and ticket and tour services. In addition to these programs, the community activities center often serves as a support facility to other functions and base organizational functions.

6.3.2.4.8. Many Services squadrons offer bowling and golf as part of their programs. These leisure-time activities enhance morale and contribute quality of life.

6.3.2.4.9. Services lodging operations provide quality lodging facilities and services in support of Air Force missions worldwide to members traveling on TDY or PCS. Lodging facilities and services are administered, operated, and managed as mission-sustaining functions, supported primarily with appropriated funds. Maximum occupancy must be maintained to provide these services to guests while keeping costs to a minimum.

6.3.2.4.10. The Air Force food services program manages personnel and other resources needed to prepare and serve meals to authorized patrons of appropriated fund food services facilities. As part of Services wartime mission, they provide a trained food services force capable of responding to wartime tasking and contingency operations worldwide.

#### 6.3.2.5. ***Family Support Center (FSC):***

6.3.2.5.1. The Air Force recognizes the link between the success of its mission and the support from the families of military members. Strong family programs significantly increase the morale, productivity, and retention of quality Air Force personnel. As a result, the FSC serves as a primary prevention agency and functions to ensure resources required to support families are available and accessible. The FSC will not provide or duplicate programs that are available and accessible in the local community. In addition, the FSC is not chartered and staffed to provide treatment services. As the base focal point for family matters, the FSC is designed to help base leadership respond to family needs and to provide information and referral services for family members seeking services in the community. The four functional areas of responsibility that support these roles are: information, referral counseling and followup; family program policy, planning, and coordination; leadership consultation; and family education and skills development programs.

6.3.2.5.2. Because some family issues and concerns are so common to Air Force families, all FSCs provide several direct service programs to alleviate or minimize family disruption and dysfunction. These programs include the Career Focus Program, Personal Financial Management Program, Air Force Aid Society, Transition Assistance Program, Relocation Assistance Program, Volunteer Resource Program, and Family Services. Additional programs are offered in response to unique community needs, such as bicultural programs, English as a second language, and parenting programs.

#### 6.3.2.6. ***Transition Assistance Program (TAP):***

6.3.2.6.1. The TAP was created in response to the provisions of the Defense Authorization Act. Major provisions of the law state that the DoD shall establish and maintain for the active duty members and their spouses the following services: counseling and assistance in identifying employment and training opportunities; help in obtaining employment and training; and related transitional information and services.

6.3.2.6.2. The Air Force goal for the TAP is to equip separating or retiring personnel and their families with the skills and knowledge required to enable them to make a smooth, well-disciplined, and successful transition to a second career or another position (in the case of a civilian employee) or into retirement.

6.3.2.7. ***Air Force Aid Society (AFAS).*** The AFAS is the official emergency assistance organization of the Air Force. Its mission is to assist in relieving financial emergencies of eligible active duty members. Qualifying members receive interest-free loans or grants during personal and family emergencies. AFAS can also provide assistance for necessities, such as food, rent, funeral, and emergency leave expenses. PCS travel, dental or medical expenses, and educational loans or grants are other areas where AFAS can help. You may apply for emergency financial assistance at AFAS elements at the Family Support Center or personnel office at all major Air Force installations.

6.3.2.8. ***American Red Cross (ARC).*** The cooperation and assistance of the ARC is accepted and established on most Air Force installations. This organization provides many general welfare and referral services for Air Force personnel and their families. One of the primary responsibilities of the ARC is to help Air Force personnel and their families communicate with each other in emergencies. The ARC is also responsible for obtaining financial assistance for Air Force members who are without adequate funds when on leave due to sickness, death, or other emergencies. This assistance is also available because of delays in pay allotments. The ARC helps patients in Air Force hospitals by comforting and

caring for visiting relatives. They also direct volunteers

who provide patients with personal services, such as shopping, writing letters, and making friendly visits. In addition, they provide comfort articles for patients without funds; provide instruction in water safety, first aid, cardiopulmonary resuscitation, and health education; accept blood donations; and assist prisoners of war.

#### **6.4. Retired Pay:**

**6.4.1. Your Last Day.** On your last day of active duty, you will receive your final active duty pay from your servicing DAO. For tax purposes, you will also receive copies of TD Form W-2, **Wage and Tax Statement**, to file with Federal and State income tax returns. Your actual retired pay will come from the Defense Finance and Accounting Service, Cleveland, Ohio (DFAS-CL).

**6.4.2. When to Expect Your Check.** Usually, checks are mailed approximately 3 days before the end of each month. Dated the first business day of the following month, the checks should not be negotiated before the date reflected on them. Midmonth retirement checks (disability retirements and reservists who are age 60 and over) are processed so the first check arrives within 30 days of retirement, or on the first business day the month following the month of retirement. Subsequent checks should arrive on time each month. If, for some reason, your check is delayed, DFAS-CL will notify you. If your check is not received within 7 days after it is usually due, write or call DFAS-CL. (**NOTE:** Retired pay is payable only through date of death. Survivors should return any checks received after death to DFAS-CL, PO Box 99191, 1240 East Ninth Street, Cleveland, OH 44199-2055, with a note specifying the date of death.)

**6.4.3. Pay Procedures.** DFAS-CL maintains two addresses on each retiree. One address is for check mailing (usually to a financial institution), and the second address is for correspondence purposes. All Air Force agencies depend upon DFAS-CL for retiree's current mailing addresses. It is imperative the retiree promptly report a change of the correspondence address to DFASCL. Retirees who waive Air Force retired pay for Veteran Affairs (VA) disability compensation, or for other reasons, should continue to maintain a current correspondence address with DFAS-CL.

**6.4.4. Check Mailing Address.** DFAS-CL uses the electronic funds transfer system (EFTS) that deposits retired pay directly to an account at a financial institution. This method prevents payments from being lost, stolen, or misrouted. To take advantage of EFTS, make arrangements with your financial institution before retirement. Handle changes, after retirement, through your new financial institution by completing Standard Form 1199A, **Authorization for Deposit of Federal**

**Recurring Payments.** This will authorize DFAS-CL to route your deposit to your new account.

**6.4.5. Correspondence and Inquiries to DFAS-CL.** Always furnish your full name, social security number (SSN), correspondence address, and date of retirement in communicating with DFAS-CL about retired pay matters. DFAS-CL must receive changes in allotments, address, withholding tax, and so forth, by the 5<sup>th</sup> day of the month in which the change is to take effect. Because of the Privacy Act of 1974, DFAS-CL will not honor requests to make pay or allotment changes over the telephone. DFAS-CL cannot release information to others concerning your retired-pay account without your written consent.

**6.4.6. Veterans Affairs (VA) Compensation.** As a retiree with a compensable service-connected disability, you may, on application, be paid by the VA for that disability. However, Air Force retired pay must be reduced by the amount paid by the VA. Any benefits paid by the VA are nontaxable; whereas, Air Force retired pay may be partially or fully taxable. DFAS-CL and VA pay experts should explain this complex subject, with varying standards, on an individual basis.

## **6.5. Survivor Benefit Plan (SBP):**

**6.5.1.** The SBP was enacted by Congress on 21 September 1972 to offer military members a way to provide a monthly income to their survivors when the members die and their retired pay stops. Members who have completed 20 years of active military service are automatically covered by SBP at the maximum level but pay no premiums while on active duty. Before retiring, the service member must decide whether to continue coverage in retirement.

**6.5.2.** The SBP allows the retiree to provide coverage to a spouse, spouse and child or children, child only, or insurable interest person (a person who has a financial interest in the member's life). To ensure spouses know about SBP, the law requires a spouse's written concurrence when the military member elects less than maximum spouse coverage.

**6.5.3.** The level of coverage is determined by the base amount, which is the portion of retired pay the member chooses to cover. The base amount may be as low as \$300 or any amount up to and including full retired pay. The SBP is a two-tier system, paying 55 percent of the member's base amount to the surviving spouse until age 62 and a permanent benefit of 35 percent after age 62.

**6.5.4.** SBP's integration with Social Security is one of the most misunderstood aspects of the plan. SBP was

designed to complement the Social Security benefits paid to survivors of military members and the premiums were structured accordingly. The total of the widow's or widower's post-age 62 annuity and Social Security benefit is usually equal to, and in most cases greater than, the pre-age 62 SBP payment.

**6.5.5.** A new option, Supplemental SBP (SSBP) implemented 1 April 1992, allows members who have spouse or former spouse coverage based on full retired pay to purchase a supplement to the standard SBP annuity that is paid to surviving spouses age 62 and older. SSBP may be purchased in blocks of 5, 10, 15, or 20 percent. When added to the permanent 35-percent benefit, SSBP will provide a post-age 62 annuity of 40, 45, 50, or 55 percent of the member's full retired pay. Social Security benefits are paid in addition to SBP and SSBP.

**6.5.6.** SBP premiums are deducted from a participant's retired pay. Spouse premiums are 6.5 percent of the base amount. A previous formula may be used for lower base amounts if more favorable to the retiree. The cost for child only coverage is an actuarial charge based upon the members and youngest child's ages. SBP participation reduces the retiree's tax liability because premiums deducted from retired pay are not subject to Federal income tax. In comparing SBP with alternative programs, a member must use the after-tax value of the SBP premium for a valid comparison.

**6.5.7.** Since its inception in September 1972, SBP has undergone several legislative changes that have greatly improved the program. The SBP offers advantages that may not be available, or are unaffordable, in other forms of survivor protection. The most important advantage is the lifetime, monthly income provided a surviving spouse. Cost-of-living adjustments to the annuity protect it from the erosion of inflation. Since 1976, premium deductions are suspended if the spouse dies or the marriage ends in divorce. However, coverage may be reinstated for a subsequently acquired spouse with no premium penalty even though the member is older and may be in poor health. If a retiree remarries, the spouse is covered upon the first anniversary of the remarriage. The cost and potential annuity include any cost-of-living adjustments increases during the period of suspension. Coverage also may be provided for a former spouse. The cost and annuities are similar to those of spouse coverage. Finally, SBP premiums are exempt from Federal income taxes and, on average, the Government pays about 40 percent of the member's participation costs.

**6.5.8.** The decision to participate is made before your retirement. The decision you make--with few exceptions--is irrevocable. Therefore, it's important that you understand the importance of SBP in your estate

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## Chapter 7

### STANDARDS OF CUSTOMS AND COURTESIES

#### 7.1. Introduction:

7.1.1. A custom is an act or ceremony, stemming from tradition, which is enforceable as an unwritten law. On the other hand, if guidance is in written form, it is a military courtesy. Military customs and courtesies go beyond basic politeness; they play an extremely important role in building morale, esprit de corps, discipline, and mission effectiveness. By teaching respect for the flag, for example, they remind us of the allegiance and sacrifice required of all military personnel. Customs and courtesies ensure proper respect of the chain of command, and they build the foundation for the self-discipline that is important in times of crisis. Traditional ceremonies allow us to properly honor those who have served well and faithfully, and the customs and courtesies surrounding mass formation help to develop unit cohesion and synchronize our efforts to achieve a common goal.

7.1.2. This chapter will familiarize you with the customs and courtesies that are the lifeblood of Air Force tradition. Learn these, and make them the framework of your professionalism.

#### 7.2. Old Glory:

7.2.1. **Air Force Policy.** AFR 900-3, *Department of the Air Force Seal, Organizational Emblems, Use and Display of Flags, Guidons, Streamers, and Automobile and Aircraft Plates* (also, see AFI 84-101 and AFMAN 37-126) describes the only flags, guidons, streamers, and automobile and aircraft plates authorized for use in the Air Force. Flags are not sold or loaned to nonmilitary persons or organizations.

7.2.2. **Flag Protocol.** Dependents or visitors on an Air Force installation must show due respect to the flag. Failure to do so renders them subject to exclusion from the installation. Installation commanders may prohibit displays or representations of the flag on an Air Force facility that would belittle the mission or detract from good order, discipline, or morale of Air Force members.

##### 7.2.2.1. *Respect for the US National Flag:*

7.2.2.1.1. When you offer respect for our flag and our national anthem, you have an opportunity to reflect thoughtfully on the democratic principles that have made our nation great. The meaning of freedom, dignity of the individual, the pursuit of happiness, and national unity all come to mind when you think of our flag. It is the symbol of our nation to the world. Military members have a particularly special bond with the flag. You are part of the flags' tradition because you symbolize the spirit and sacrifices of the military and dedication to the defense of the flag and the principles it represents.

7.2.2.1.2. When you salute the flag as it is raised or lowered, THINK. Think about the flag flying over Arlington and other national cemeteries. Think about the flag being carried into combat by Service members who preceded you. Think about the freedom Americans enjoy today, freedom without precedent in the history of the world. You project the strength behind the flag to make this freedom possible.

7.2.2.1.3. One day you may be in charge of displaying the flag for your unit or your base. This is indeed a great responsibility and privilege. You'll need to know certain things to ensure the flag is displayed with dignity and honor.

7.2.3. **Types of US Flags.** The Air Force authorizes the use of five different types of US flags: base; all-purpose; ceremonial; organizational; and automobile, boat, and aircraft. The first two are displayed on stationary flagstaffs. The one you choose will depend upon the purpose of display. Figure 7.1 shows the relative proportion of US flags used by the Air Force.

7.2.3.1. **US Base Flag.** The base displays this flag in fair weather from reveille to retreat; however, on special patriotic occasions, the base may display it all night if proper lighting is available.

7.2.3.2. **US All-Purpose Flag.** The all-purpose flag comes in two materials:

7.2.3.2.1. A flag of lightweight nylon bunting material replaces the base flag during inclement weather. It is also used for outdoor display with flags of friendly nations in arrival ceremonies for foreign dignitaries.

7.2.3.2.2. A flag of rayon bunting material (3 feet by 4 feet) is used for outdoor display with flags of friendly foreign nations in arrival ceremonies for foreign dignitaries or to indicate joint occupancy of a building by two or more countries.

7.2.3.3. **US Ceremonial Flag.** A US ceremonial flag is carried on all occasions of ceremony when two or more squadrons participate representing a group, wing, Numbered Air Force, major command (MAJCOM), or the Department of the Air Force. A color guard carries the flag on these occasions. The position in line from right to left is the US flag, Air Force flag, and individual unit flag or flags. The ceremonial-size US flag is carried only on occasions when the Air Force ceremonial flag or another flag of the same size is necessary or appropriate.

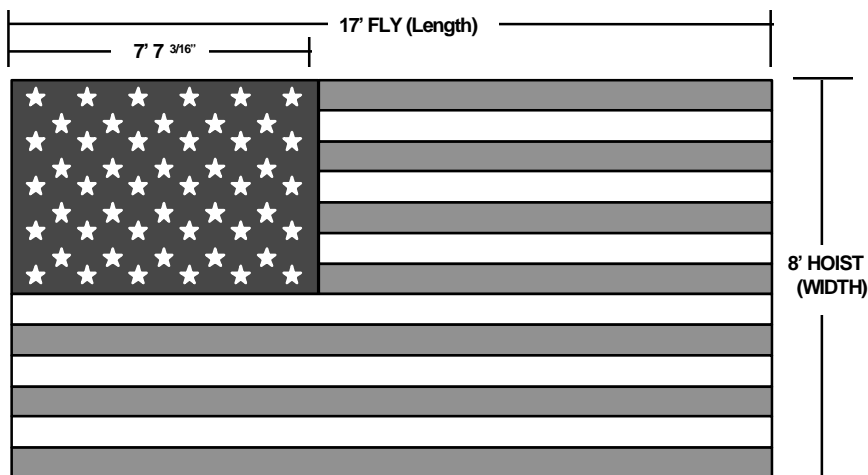
7.2.3.4. **US Organizational Flag.** The organizational size US flag is carried on all other occasions.

7.2.3.5. **Aircraft, Automobile, and Boat Flags or Plates.** When the officials listed below are traveling by air, a distinguishing metal plate or placard may be displayed in a window of the aircraft. When they travel by automobile, either a distinguishing flag or a metal plate may be displayed. When they travel by boat, display only the flag or flag facsimile representing the official aboard. The distinguishing flag or plate is a smaller version of the officials' individual flag. (In addition, Air Force commanders at the wing or above and other persons as designated by MAJCOM commanders may display distinguishing metal plates on their automobiles.)

President of the United States  
Vice President of the United States  
Secretary of Defense  
Deputy Secretary of Defense  
Director of Defense Research  
Assistant Secretary of Defense  
Secretary of the Air Force  
Under Secretary and Assistant Secretary of the Air Force  
Chairman, Joint Chiefs of Staff  
Vice Chairman, Joint Chiefs of Staff  
Chief of Staff of the Air Force  
General Officers

#### 7.2.4. **Showing Respect for the Flag:**

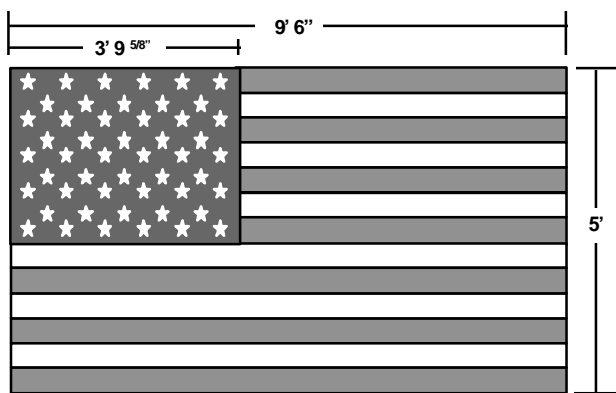
7.2.4.1. You must use the following procedures when showing respect to the flag and the national anthem. All personnel in uniform must face the flag and salute during the raising and lowering of the flag. Upon the first note of the national anthem or To The Colors, all personnel in uniform who aren't in formation should stand and face



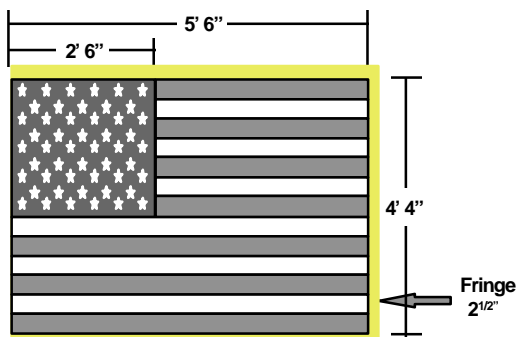
US BASE FLAG -- Relative Proportion -- 1.0 X 2.125

**DIVIDED  
INTO 13  
EQUAL  
STRIPE**

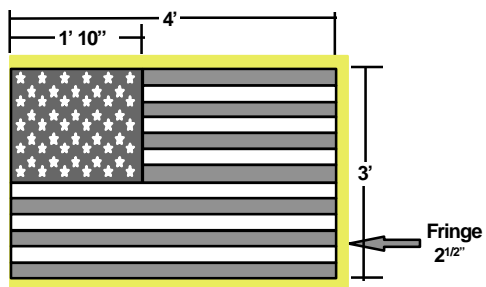
**HOIST  
(WIDTH)  
OF UNION  
IS 7  
STRIPE**



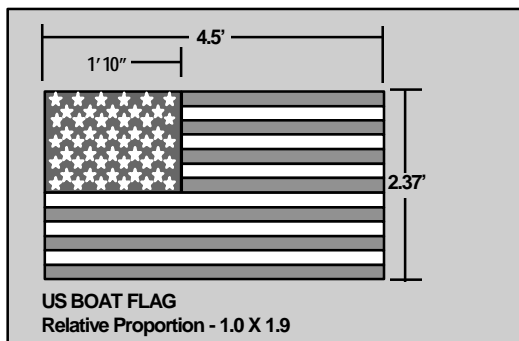
US ALL PURPOSE FLAG -- Relative Proportion -- 1.0 X 1.9



US CEREMONIAL FLAG -- Relative Proportion -- 1.0 X 1.25



US ORGANIZATIONAL FLAG -- Relative Proportion -- 1.0 X 1.33



US BOAT FLAG  
Relative Proportion - 1.0 X 1.9

Figure 7.1. Relative Proportion of Flags Used by the Air Force.

the flag (or the sound of the music if the flag is not visible) and salute. Hold the salute until the last note of the music is played. In addition, all vehicles in motion should come to a stop at the first note of the music, and the occupants should sit quietly until the music ends. You should never show disrespect to the flag. When people deliberately avoid saluting the flag by seeking cover in buildings or vehicles or ignore the sounding of retreat and playing of the national anthem or To The Colors, it is a sign of disrespect. When indoors during retreat or reveille, there's no need to stand or salute.

7.2.4.2. When you are listening to a radio or watching television, no specific action is necessary. However, you must stand during the playing of the national anthem before a showing of a movie while in the base theater. Additionally, a folded flag is considered cased, and it is not necessary for you to salute or continue saluting.

### 7.2.5. **Displaying the Flag:**

7.2.5.1. **Half-Staff.** Your responsibilities may require you to know the proper way to display the flag when someone dies. When flown at half-staff, the flag is first hoisted to the peak and then lowered to the half-staff position. At the end of the day, raise the flag to the peak before lowering it. When someone of national importance dies, display the flag at half-staff. The flag must fly at half-staff to indicate mourning for the period of time the Commander in Chief or the Air Force Chief of Staff specifies. An installation also flies the flag at half-staff in honor of the death of its commander. In the same fashion, the installation may honor the death of any assigned officer or airman on active duty or any civilian who died while employed by the Air Force. Fly flags at half-staff on stationary flagstaffs only.

### 7.2.5.2. **Half-staff in Foreign Countries :**

7.2.5.2.1. When the President directs, the US flag will fly at half-staff on Air Force installations, whether or not the flag of another nation is flown full-staff alongside the US flag. At no other time is the US flag flown at a lesser height than other flags at the same location.

7.2.5.2.2. Each Memorial Day, the flag will fly at half-staff until noon. It is then raised to full-staff for the remainder of the day unless directed otherwise by presidential proclamation.

### 7.2.5.3. **Twenty-four Hour Display :**

7.2.5.3.1. Title 36, United States Code, Section 174a, permits the display of the flag for 24 hours a day to produce a patriotic effect if properly illuminated during the hours of darkness.

7.2.5.3.2. Your unit commander or other individuals may call on you for guidance on the proper display of the flag. Figure 7.2 gives you some typical situations you may face. Be sure you are able to explain the proper way to display the flag. Thoroughly know the restrictions imposed to prevent disrespect to the flag.

7.2.6. **Honor or Tributes.** The US flag is not to be:

7.2.6.1. Dipped to any person or thing. (Military organizational flags, state flags, and civilian organizational or institutional flags are dipped as a mark of honor.)

7.2.6.2. Displayed with the union down except as a signal of dire distress in instances of extreme danger to life or property.

7.2.6.3. Permitted to touch anything beneath it, such as the ground, the floor, merchandise, and so forth.

7.2.6.4. Carried flat or horizontally. (It is always carried aloft and free.)

7.2.6.5. Festooned, but allowed to fall and hang free.

7.2.6.6. Used as a drapery of any sort. (Bunting of blue, white, and red, always arranged with the blue above, the white in the middle, and the red below, is used for covering a speaker's desk, draping the front of a platform, and for decoration in general.)

7.2.6.7. Used as a covering for a ceiling.

7.2.6.8. Used as a receptacle for receiving or carrying any object.

7.2.6.9. Used as the covering for a statue or monument. (However, it may form a distinctive feature of the ceremony of unveiling a statue or monument.)

7.2.6.10. Used for advertising purposes in any manner whatsoever. (It is not embroidered on such articles as cushions, handkerchiefs, or similar items. It is not printed or otherwise impressed on paper napkins, boxes, or anything designed for temporary use and discard. Do not fasten advertising signs to a staff or halyard from which the flag is flown.)

7.2.6.11. Used as covering for an automobile or draped over any part of a vehicle, train, boat, or airplane.

7.2.6.12. Fastened, displayed, used, or stored in a manner that permits it to be easily torn, soiled, or damaged in any way.

7.2.6.13. Used as a furniture covering.

7.2.6.14. Worn or used as an article of clothing.

7.2.6.15. Marked on, or have placed on it or attached to it, any mark, insignia, letter, word, figure, design, picture, or drawing of any kind.

### 7.2.7. **Care and Disposition of US Flags:**

7.2.7.1. Extreme care must be exercised to ensure proper handling and cleaning of soiled flags. A torn flag may be professionally mended, but a badly torn or tattered flag should be destroyed. When the flag is in such a condition that it is no longer a fitting emblem for display, destroy it in a dignified manner, preferably by burning.

7.2.7.2. There may be instances when a flag is retired from service and preserved because of its historical significance. In this case, the unit requests disposition instructions from the proper authority.

7.2.8. **US Flag Ceremonies.** We've already discussed the proper respect for the flag. Let's now take a little time to look at some of the ceremonies that afford us the opportunity to reflect upon our flag and what it stands for. If you come across any unfamiliar drill terms while reading this section, refer to the glossary of terms in attachment 1.

#### 7.2.8.1. ***Reveille:***

7.2.8.1.1. Reveille is the signal for the start of the official duty day.

Because the time for the start of the duty day varies between bases, the commander designates the specified time for reveille. If the commander desires, a reveille ceremony may accompany the raising of the flag. This ceremony takes place, after sunrise, near the base flagstaff.

7.2.8.1.2. In the unit area, reveille is normally held, using the formation of squadron in line. This formation is used when a reveille ceremony is not held at the base flagstaff.

7.2.8.1.3. Shortly before the specified time for reveille, troops are marched to a predesignated position near the base flagstaff, halted, faced toward the flagstaff, and dressed.

7.2.8.1.4. The flag security detail arrives at the flagstaff at this time and remains at attention. The unit commander commands "Parade, REST." At the specified time for reveille, the unit commander commands "SOUND REVEILLE." The flag detail assumes the position of attention, moves to the flagstaff, and attaches the flag to the halyards.

7.2.8.1.5. After reveille has been played, the unit commander commands "Squadron, ATTENTION" and "Present, ARMS" and then faces the flagstaff and executes present arms. On this signal, the national anthem or To The Colors is sounded.

7.2.8.1.6. The unit commander holds the salute until the last note of the music is played. Then he or she executes order arms, faces about, and commands "Order, ARMS." The troops are then marched back to the dismissal area.

#### 7.2.8.2. ***Raising the US Flag:***

7.2.8.2.1. When practical, a detail consisting of an NCO and two airmen hoists the flag. This detail should carry sidearms if the special equipment of the guard includes sidearms.

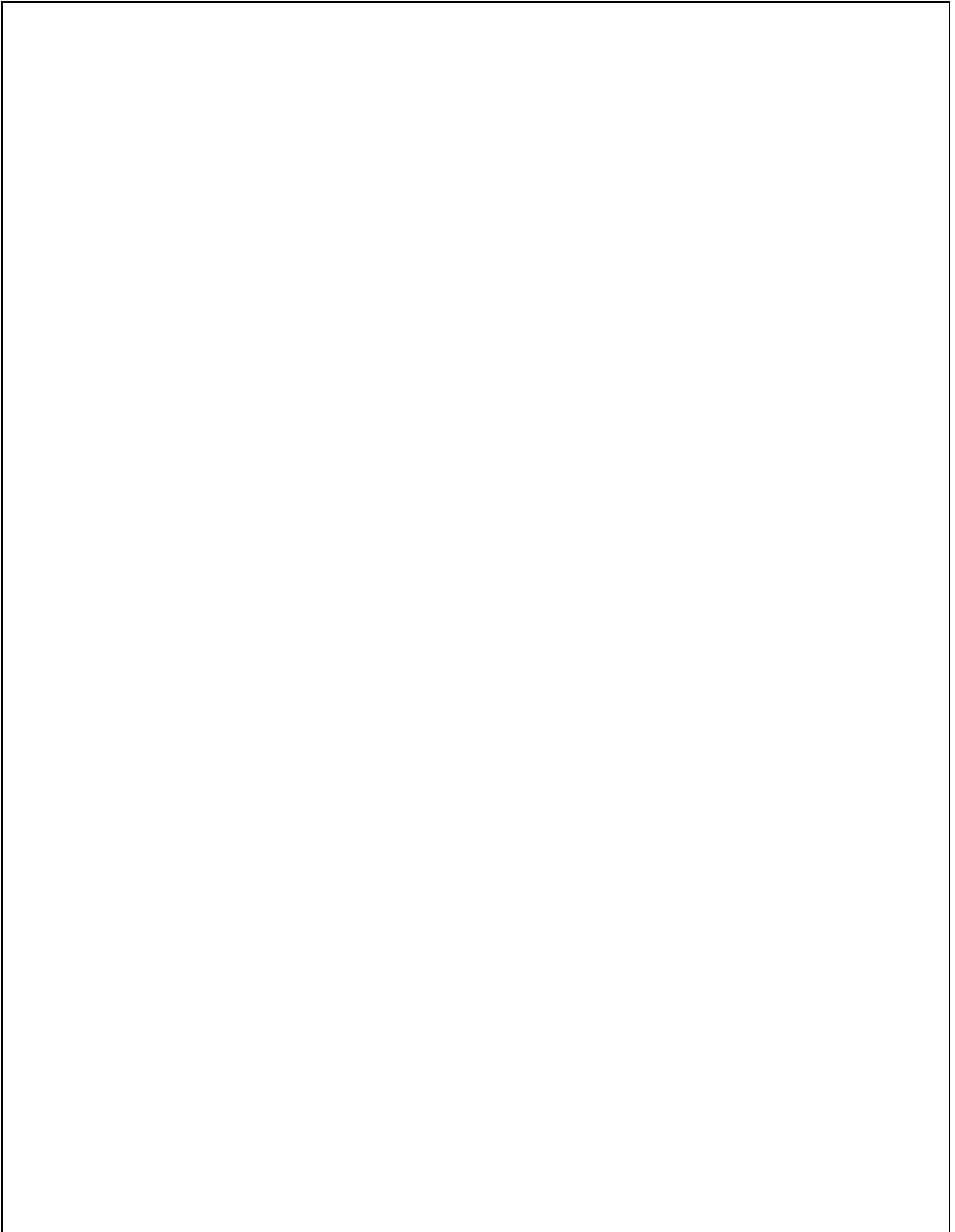
7.2.8.2.2. The detail is formed in line with the NCO carrying the flag in the center. The detail is then marched to the flagstaff and halted, and the flag is attached to the halyards. Always raise and lower the flag from the leeward side of the flagstaff. The two airmen attend the halyards, taking a position facing the staff to hoist the flag without entangling the halyards. The NCO continues to hold the flag until it is hoisted clear of the grasp, taking particular care that no portion of the flag touches the ground. When the flag is clear of the grasp, the NCO comes to attention and executes present arms.

7.2.8.2.3. On the last note of the music or after the flag has been hoisted to the staff head, all members of the detail execute order arms on command of the senior member. The halyards are then secured to the cleat of the staff or, if appropriate, the flag is lowered to half-staff and the halyards are secured. The detail is formed again and marched to the dismissal area.

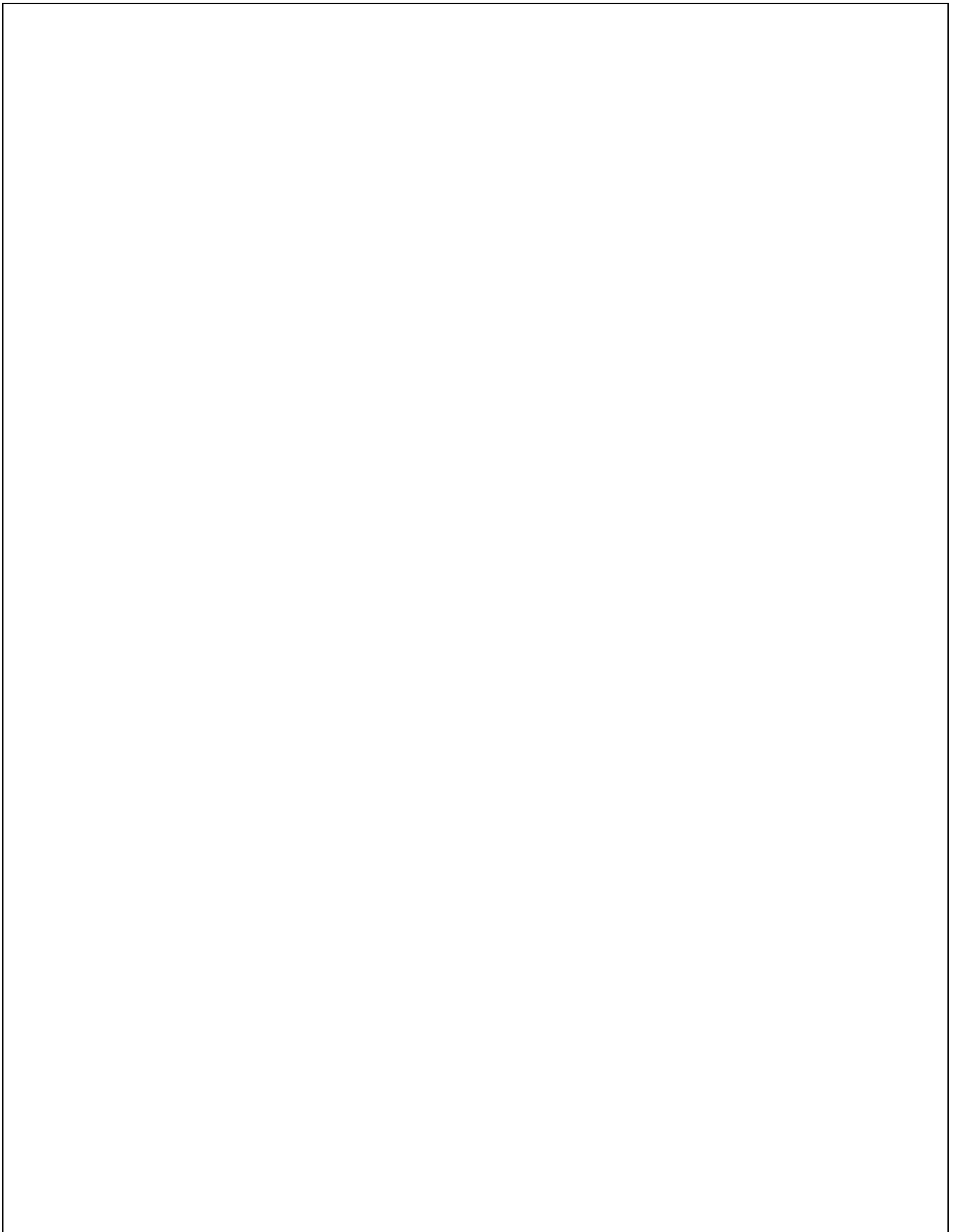
#### 7.2.8.3. ***Retreat Ceremony:***

7.2.8.3.1. The retreat ceremony serves a twofold purpose. It signals the end of the official duty day and serves as a ceremony for paying respect to the US flag. Because the time for the end of the duty day varies, the commander designates the time for the retreat ceremony.

7.2.8.3.2. The retreat ceremony may take place at the squadron area, on the base parade ground, or near the base flagstaff. If conducted within the squadron area, it usually does not involve a parade. If conducted at the base parade ground, retreat is a part of the parade ceremony. For retreat ceremonies conducted at the base flagstaff, the units participating may be formed in line or massed, depending on the size and number of units and the space available.



**Figure 7.2. Displaying the American Flag.**



**Figure 7.2. Continued.**

7.2.8.3.3. When persons not assigned to a formation are outdoors and in uniform, on the first note of retreat (song played before the national anthem), they should face the flag (if it is visible) or music and assume the position of parade rest. Upon completion of retreat, they should assume the position of attention and salute on the first note of the national anthem or To The Colors.

*7.2.8.3.4. Events Accompanying Retreat Ceremony at the Flagstaff:*

7.2.8.3.4.1. Shortly before the specified time for retreat, the band and troops participating in the ceremony are positioned facing the flagstaff and dressed. If marching to and from the flagstaff, the band precedes the troops participating in the ceremony.

7.2.8.3.4.2. If the band and troops march to the flagstaff, a flag security detail also marches to the flagstaff and halts, and the senior member gives the command "Parade, REST."

7.2.8.3.4.3. As soon as the troops are dressed, the commander commands "Parade, REST." The commander then faces the flagstaff, assumes the position of the troops, and waits for the specified time for retreat.

7.2.8.3.4.4. At the specified time, the commander orders the band leader to sound retreat by commanding "SOUND RETREAT."

7.2.8.3.4.5. The band plays retreat. If a band is not present, recorded music may be played over the base public address system. During the playing of retreat, junior members of the flag security detail assume the position of attention and move to the flagstaff to arrange the halyards for proper lowering of the flag. Once the halyards are arranged, the junior members of the flag security detail execute parade rest in unison.

7.2.8.3.4.6. After the band plays retreat, the commander faces about and commands "Squadron (Group, etc.), ATTENTION."

7.2.8.3.4.7. The commander then commands "Present, ARMS." As soon as the troops execute present arms, the commander faces to the front and also assumes present arms. The members of the flag security detail execute present arms on command of the commander.

7.2.8.3.4.8. The band plays the national anthem, or the bugler plays To The Colors. The junior members of the flag security detail lower the flag slowly and with dignity.

7.2.8.3.4.9. The commander executes order arms when the last note of the music is played and the flag has been

securely grasped. The commander faces about, gives the troops "Order, ARMS," and then faces to the front.

7.2.8.3.4.10. The flag security detail folds the flag as illustrated in (figure 7.3). The senior member of the detail remains at attention while the flag is being folded unless needed to control the flag.

7.2.8.3.4.11. When the flag is folded, the flag security detail, with the senior member on the right and the flagbearer in the center, marches to a position three paces from the commander. (In an informal ceremony, the detail marches three paces from the officer of the day.) The senior member salutes and reports "Sir (Ma'am), the flag is secured." The commander returns the salute, and the flag security detail marches away. The troops are then marched to their areas and dismissed.

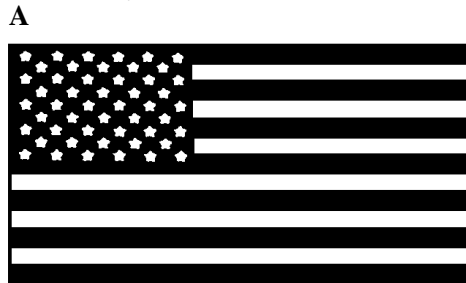
7.2.8.3.5. *Lowering the US Flag.* When practical, the persons lowering the all-purpose flag should be an NCO and three airmen. An NCO and five airmen should be used for the base flag. The detail is formed and marched to the flagstaff, and the halyards are detached and attended from the leeward side. On the first note of the national anthem or, if no band is present, To The Colors, the members of the detail not lowering the flag execute present arms. The lowering of the flag is coordinated with the playing of the music so the two are completed at the same time. The senior member commands the detail to "Order, ARMS" when the flag is low enough to be received. If the flag is at half-staff, it is hoisted briskly to the staff head while retreat is sounded, and then it is lowered on the first note of the national anthem or To The Colors. After the flag is detached and folded, the halyards are secured to the staff.

**7.2.9. Pledge of Allegiance to the Flag.** In military formations and ceremonies, the Pledge of Allegiance is not recited. At protocol functions and social and sporting events that include civilian participants, military personnel should do the following: (a) When in uniform outdoors, stand at attention, remain silent, face the flag, and render the hand salute. (b) When in uniform indoors, stand at attention, remain silent, and face the flag; do not render the hand salute. If the participants are primarily civilians or in civilian attire, reciting the Pledge of Allegiance is optional for those in uniform. (c) When in civilian attire, recite the Pledge of Allegiance standing at attention, facing the flag with the right hand over the heart. Men should remove head cover with the right hand and hold it over their left shoulder, hand over the heart.

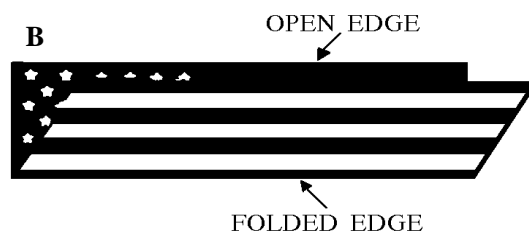
### **7.3. Department of the Air Force Seal:**

# CORRECT METHOD OF FOLDING THE UNITED STATES FLAG

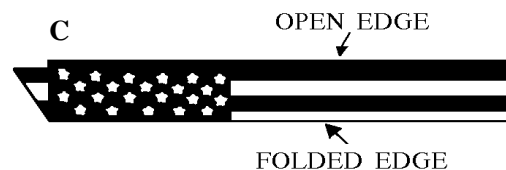
**A - Hold the flag waist high.**



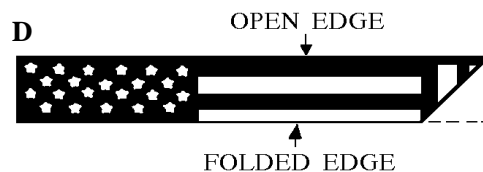
**B - Fold the lower striped section of the flag over the blue field.**



**C - The folded edge (the edge nearest the reader in B) is then folded over to meet the open edge.**



**D - A triangular fold is then started by bringing the striped corner of the folded edge to the open edge.**



**E - The outer point is then turned inward parallel with the open edge to form a second triangle.**



**F - The triangular folding is continued until the entire length of the flag is folded in this manner.**



**G - When the flag is completely folded, only the blue field should be visible and it should be folded in the triangular shape of a cocked hat.**



Figure 7.3. Folding the Flag.



**Figure 7.4. The Air Force Seal.**

### **7.3.1. Description and Significance of the Air Force Seal:**

7.3.1.1. The official Air Force colors of ultramarine blue and Air Force yellow appear prominently on the Air Force Seal. The circular background of the seal is ultramarine blue. The trim is Air Force yellow.

7.3.1.2. The coat of arms in the center of the seal has two parts (figure 7.4):

7.3.1.2.1. The crest consists of the eagle, wreath, and cloud formation. The American bald eagle symbolizes the United States and its air power and appears in its natural colors. The wreath under the eagle is made up of six alternate folds of metal (white, representing silver) and light blue. This repeats the metal and color used in the shield. The white clouds behind the eagle show the start of a new sky--the Department of the Air Force.

7.3.1.2.2. The shield, right below the eagle and wreath, is divided horizontally into two parts by a nebulous line representing clouds. The top part bears an Air Force yellow thunderbolt with flames in natural color that shows striking power through the use of aerospace.

7.3.1.3. The 13 white encircling stars represent the original 13 colonies. The Air Force yellow numerals

under the shield are 1947, the year the Department of the Air Force was established. The band encircling the whole design is white-edged in Air Force yellow with black lettering. The inscriptions read: "Department of the Air Force" on the top part and "United States of America" on the lower part.

### **7.3.2. Use of the Seal:**

#### **7.3.2.1. Authorized and Unauthorized Uses of the Seal.**

AFI 84-101 (also, see AFMAN 37-126) describes the authorized uses of the seal or any part thereof. The Department of the Air Force must approve specific exceptions. Falsely making, forging, counterfeiting, mutilating, or altering the seal, or knowingly using or possessing with fraudulent intent any such altered seal, is punishable by law (18 U.S.C. 506).

7.3.2.2. **Displaying the Seal.** Display of the seal is allowed in certain instances. Commanders make sure the display is in good taste and appropriate to the occasion.

7.3.2.3. **Authorized Uses.** The seal or any part of it, in black and white, color, monochrome reproduction, pictorial, or sculptured relief, may be used as follows:

7.3.2.3.1. **Publications or Printed Matter.** Use of the

entire seal is authorized only on printing issued at departmental level for general Air Force use. The exceptions:

7.3.2.3.1.1. Programs, certificates, diplomas, invitations, and greetings of an official nature.

7.3.2.3.1.2. Air Force general officers, MAJCOM commanders, and a few others listed in AFR 900-3 may use the seal in the performance of official duties.

7.3.2.3.2. *Motion Pictures and Television.* In Air Force-approved training films, public relations films, and official Air Force motion picture and television programs.

7.3.2.3.3. *Memorials and Monuments.* Those erected by the Department of the Air Force or those for which the purpose and design are specifically approved by HQ USAF.

7.3.2.3.4. *Display.* With any official Air Force exhibit.

7.3.2.3.5. *Wall Plaques.* Those at HQ USAF, MAJCOM headquarters, and other Air Force activities approved by each MAJCOM. And those used by museums, military societies, and governmental institutions, when specifically approved by Headquarters US Air Force Historical Research Agency (HQ USAFHRA), Research Division.

7.3.2.4. *Unauthorized Uses.* The seal will not be used in any way that implies Air Force use or endorsement of an item. Examples of unauthorized uses of the seal include its use on:

- Air Force property and equipment for identification.
- Souvenir or novelty items.
- Printed matter copied or collected by an Air Force activity, except as listed above.
- Toys or commercial gifts and premiums.
- Stationery as letterhead design.
- Menus, matchbook covers, sugar envelopes, calendars, and similar items.
- Military or civilian clothing.
- Membership cards of military or quasi-military clubs, societies, and so forth.
- Athletic clothing and equipment.

- Commercial or private matter.
- Any article that may discredit the seal or reflect unfavorably on the Department of the Air Force.

### 7.3.3. Responsibilities:

7.3.3.1. The Administrative Assistant to the Secretary of the Air Force is the custodian for the Air Force Seal. He or she is solely responsible for approving the use of its impression on official departmental documents and records.

7.3.3.2. HQ USAFHRA approves use of facsimiles of the seal. This includes use on insignia, flags, medals, and similar items. This agency also approves requests from industry or Air Force groups for use of other parts of the seal.

7.3.3.3. The Director of Information Management has approval authority regarding use of the seal on printed material.

### 7.3.4. The Coat of Arms:

7.3.4.1. *The Coat of Arms With or Without Encircling Stars.* The coat of arms with or without encircling stars (figures 7.5 and 7.6) may be authorized on Air Force flags, pennants, emblems, medals, badges, buttons, and similar devices.

7.3.4.2. *The Coat of Arms Without Encircling Stars.* The coat of arms without encircling stars (figure 7.6) may be used by active duty, Reserve, and retired Air Force military personnel without HQ USAFHRA approval as ornamentation on the following:

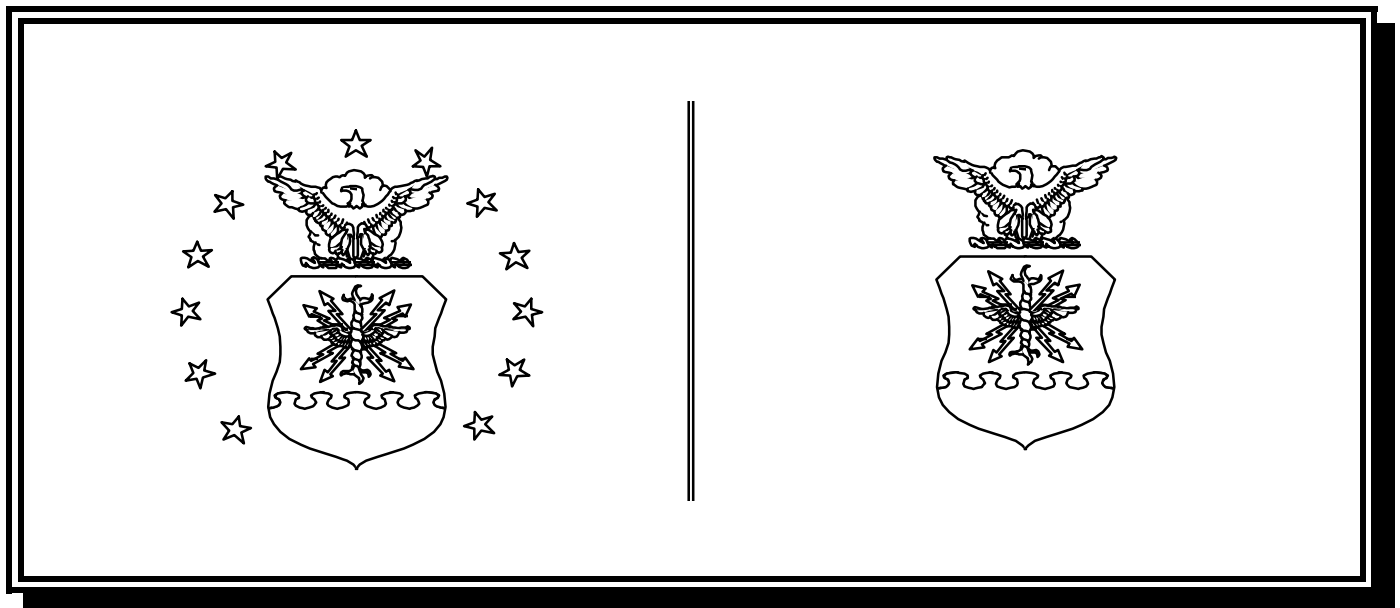
7.3.4.2.1. Personal stationery, or framed for display in the home as a painting or a wall plaque.

7.3.4.2.2. Civilian jackets or blazers of conservative color. Authorized personnel must protect the dignity of the Air Force Coat of Arms by ensuring its display is in good taste and appropriate to the occasion.

7.3.4.3. *Use of the Crest.* Commanders may use the crest (figures 7.7 and 7.8), with or without encircling stars, on approved organizational emblems for ornamentation purposes. However, this authorization is restricted to heraldic-type emblems of organizations at group level or higher.

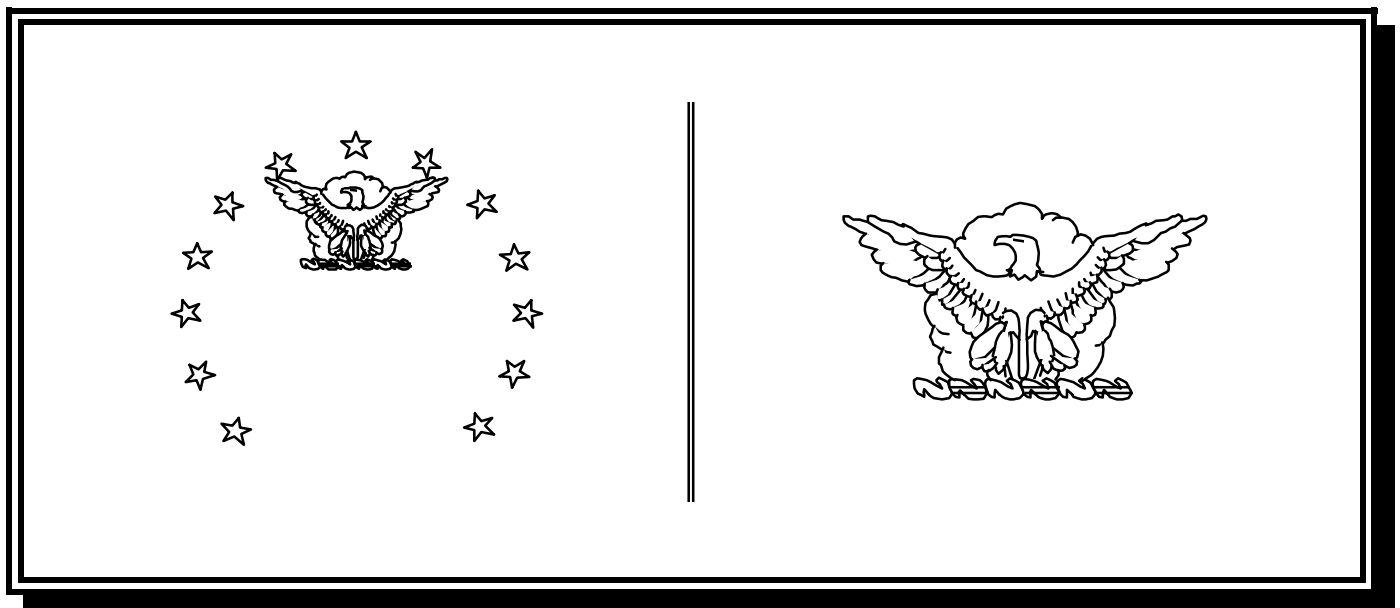
### 7.3.5. Unit Emblems:

7.3.5.1. Types of Emblems. The Air Force encourages the use of emblems as a means of fostering unit pride and



**Figure 7.5. Coat of Arms with Encircling Stars.**

**Figure 7.6. Coat of Arms Without Encircling Stars.**



**7.7. Crest with Encircling Stars.**

**Figure 7.7. Crest with Encircling Stars.**

**Figure 7.8. Crest Without Encircling Stars.**

**Figure 7.8. Crest Without Encircling Stars.**

morale. For the purpose of AFI 84-101, an emblem is a symbolic design portraying the distinctive history and (or) general function of a unit. There are two types of emblems:

7.3.5.1.1. Those for use by flag-bearing units (group or equivalent level having a higher-headquarters component).

7.3.5.1.2. Those for use by squadrons and comparable

units. For echelons lower than squadron level, see AFI 84-101.

**7.3.5.2. Unit Selection of Emblem Design.** Design of emblems by the units themselves is encouraged to ensure the most satisfaction with the completed emblems. Commanders should seek assistance from their parent unit historians to ensure compliance with specifications. This step may avoid numerous reworkings of the design

and reduce processing time for getting the emblem approved.

**7.3.5.3. *Contests for Unit Emblems.*** Contests to select unit emblems are discouraged. Emblems selected in this manner seldom meet the design and technical standards required in the Air Force Organizational Emblem Program. They rarely receive approval as submitted.

## **7.4. Military Etiquette:**

### **7.4.1. Courtesies to Other Services:**

**7.4.1.1.** The collective efforts of the Air Force, Army, Navy, Marines, and Coast Guard provide for the defense of our country against aggression. All services are part of the military team; therefore, you should extend the same military courtesies to members of the other services. While it is natural that friendly rivalries exist between the services, military courtesy among services remains the same. The members of the other services are as much your comrades-in-arms as are the airmen with whom you work.

**7.4.1.2.** This is equally true of the friendly armed forces of the United Nations. As an American citizen and Air Force professional, you should salute all commissioned officers and pay the same respect to the national anthems and flags of other nations that you accord those of your own country. While it is not necessary to learn the identifying insignia of the military grades of all nations, you should learn the insignia of the nations with which you may be closely associated, particularly during an oversea assignment. Oversea theater commanders require courteous behavior toward officers and NCOs of United Nations forces.

**7.4.2. *Basic Etiquette.*** Etiquette is defined as common, everyday courtesy. The military world, like the civilian world, functions more smoothly and pleasantly when members practice good manners. Because your actions are part of everyday life, you need to make a conscious effort to analyze your behavior--not only around your superiors but also with the people you deal with day in and day out, especially your customers. There is no excuse for rude behavior. Your manners are of utmost importance not only because you are representing both the Air Force and the US Government but also because you are dealing with human feelings. As you read through this section, take the time to make a mental comparison to see how you measure up. This may help you identify areas you need to make a conscious effort to improve upon.

**7.4.2.1. *Say "Please" and "Thank You."*** We all know that there are certain situations in the military where there is not time for the formalities of "please" and "thank

you," but you should say them when practical. People respond more enthusiastically when you ask them in a courteous manner to do something. They also appreciate it when you acknowledge their efforts by saying thank you.

**7.4.2.2. *Don't Keep People Waiting.*** One of the most valuable habits you can develop is to always be on time. *Nothing is more aggravating than being asked to be somewhere at a specific time and then having to wait once you arrive.* Granted, there are times when you can not avoid being late. If this happens, call ahead to let the people know you are going to be late or to reschedule the appointment. If you are providing service, do not keep your customers waiting. Do not ignore your customer by engaging in personal office discussions, by getting into office arguments, or because you are in a bad mood.

**7.4.2.3. *Address Civil Service Employees Properly.*** You will undoubtedly have dealings with Civil Service employees during your career. As a rule, address them appropriately as "Mr," "Mrs," "Miss," or "Ms" and a last name, unless requested to do otherwise. If the civil service employee is your superior in the chain of command, do not use his or her first name. Likewise, if given permission to call someone by his or her first name and you know or feel it is not showing military courtesy, then use his or her appropriate title. This is especially important in most foreign countries where use of first names on the job is much more limited than in the United States.

**7.4.2.4. *Don't Gossip.*** Discussions of others personal habits, problems, and activities, real or rumored, often result in quarrels and disputes among people who work together. The morale of any unit may suffer because of feuds that arise from gossip. The best policy is not to gossip and to discourage others from gossiping.

**7.4.2.5. *Use Proper Telephone Etiquette.*** Regardless of whether you are making or receiving a telephone call, always be polite and identify yourself and your organization. When an individual is not available to take a call, you should ask: "May I take a message, or is there something I may help you with?" If a call is to be returned, write down the individual's name, organization, telephone number, and the message on either a Standard Form 63, Memorandum of Call (or any such medium) and pass the message along to the intended recipient.

**7.4.2.6. *Work Center Courtesy.*** How you conduct yourself in the work environment will leave a lasting impression on people. Ensure impressions are positive by always being courteous. For example, do not lean or sit on desks, and do not lean back in a chair and

put your feet on your desk. This type of conduct doesn't present a professional military image. In general, your manners in the work center are pretty much common sense. If you are considerate of other people and conscious of your image, your manners will be above reproach. Likewise, it is your responsibility to make your subordinates aware of any rude behavior on their part.

## **7.5. Rank, Recognition, and Respect:**

7.5.1. Common acts of courtesy among all Air Force personnel aid in maintaining discipline and promoting the smooth conduct of affairs in the military establishment. When courtesy falters within a unit, discipline ceases to function and the accomplishment of the Air Force mission is endangered. Many of the Air Force courtesies involve the salute. There are, however, many other courtesies that you should extend to superiors, subordinates, and working associates.

7.5.2. First, let's consider the various courtesies you should observe when dealing with seniors. Always give the senior person--enlisted or commissioned--the position of honor when walking, riding, or sitting with him or her. Therefore, when you accompany or join an individual who's senior to you, take the position to the seniors left.

7.5.3. When reporting to an officer indoors, if not under arms, remove your hat, knock once, and enter when told to do so. Upon entering, march to approximately two paces from the officer or desk, halt, salute, and report in this manner: "Sir (Ma'am), Airman Smith reports as ordered," or "Sir (Ma'am), Airman Smith reports." When you complete your conversation, execute a sharp salute and hold it until the officer acknowledges it, then perform the appropriate facing movement and depart.

7.5.4. Unless told otherwise, you should rise and stand at attention when a senior official enters a room. If more than one person is present, the person who first sees the officer calls the group to attention. However, if there's an officer already in the room who's equal to or has a higher rank than the officer entering the room, do not call the room to attention.

7.5.5. Except in the field under campaign or simulated campaign conditions, you should observe certain personal courtesies in your association with officers. Unless the officer directs otherwise, stand at attention when speaking to an officer. If you are in a parked vehicle, always get out before speaking to or replying to a senior who is not in the vehicle.

7.5.6. Military personnel enter automobiles and small boats in reverse order of rank. Juniors will enter a vehicle first (and take their appropriate seat on the

seniors left). The senior officer will be the last to enter the vehicle and the first to leave it. Upon entering or leaving transport aircraft, the senior officer enters last and exits first. This procedure applies only to passengers and not to crewmembers of the aircraft, who must be free to carry out their normal duties.

7.5.7. Now let's take a brief look at the other side of military courtesy. Officers should practice common courtesy and good human relations when dealing with enlisted members. They must realize that NCOs are valuable members of the Air Force team and must be treated as such. Officers should also provide NCOs with the proper amount of status, authority, and practical support to carry out their responsibilities.

7.5.8. You are probably familiar with the letters RHIP. Spelled out, they "mean rank has its privileges." You may wonder why rank should have privilege in addition to higher pay and prestige; but, if you stop and think about it for a moment, you'll realize that privileges and responsibility go hand-in-hand. The two are inseparable in the Air Force, just as they are in civilian life. A person who assumes more responsibility should enjoy a few special privileges and courtesies. The President of the United States, as head of the executive branch of our Government, enjoys privileges such as living in the White House and having government transportation and personal protection.

7.5.9. Air Force members also enjoy certain privileges depending upon their rank and position. One example is exempting NCOs from manual labor while supervising work details. Another example is that senior ranking officials often receive reserved parking spaces. There is, however, one precaution you must heed in the area of RHIP. You must not abuse your position. NCOs who use airmen to run personal errands are misusing their positions and their privileges. It is your responsibility to confront and correct others who abuse their positions and privileges.

7.5.10. Also, remember that the mission along with the morale of the unit must come first. The question to ask yourself when affording and receiving privileges is: "How will this affect our mission and my unit?" If members of your unit perceive a privilege as undeserved or unfair, you may have a problem. Morale may decrease significantly, and disciplinary problems that might affect the mission may result. The privileges of rank and position are indeed worth working for and attaining. The best privileges are those you earn, not those you take and haven't, or do not, earn.

## **7.6. Saluting:**

7.6.1. Since the earliest days of warfare, individuals have used various types of salutes to greet one another. Your own salute has its beginning dating back to medieval times. During this time, knights wore suits of armor which included a helmet and a visor. When two knights riding horses met, they would raise their visors to expose their faces for recognition. If recognized as friends, they would leave their visors up and drop their hands. This was always done with the right hand since the left hand was used to hold the reins of the horse. The salute further evolved during the time when free men serving as soldiers in Europe began carrying their own weapons. When these soldiers met, they would raise their right hand to show that they held no weapon and that the meeting was a friendly one.

7.6.2. Military members pay respect to the flag with a salute. You must render a salute to the President of the United States, to all commissioned and warrant officers of the US Armed Forces, to officers of friendly foreign nations, and other officials both military or civilian as considered appropriate. It is difficult at times to distinguish between a foreign officer's uniform and a foreign enlisted members uniform; so, when in doubt, always salute. Any airman, NCO, or officer recognizing a need to salute or a need to return one may do so anywhere at any time.

7.6.3. There often seems to be some misunderstanding in the area of exactly when to salute. The following information should answer some common questions about when to salute. When you and an officer are in uniform and outdoors, you, as the junior member, must initiate the salute upon recognition. Outdoors in this case constitutes any area outside a building. Unless the installation commander declares otherwise, this includes areas such as open porches, covered sidewalks, bus stops, covered or open entry ways, and reviewing stands. The salute will be exchanged with a person on the sidewalk or with a person approaching or in the same structure. This applies both on or off military installations. The junior member should initiate the salute in time to allow the senior officer to return it. To prescribe an exact distance for all circumstances is not practical, but good judgment indicates when exchanging salutes is appropriate. When you engage in conversation with an officer while outdoors, salute both before and after the conversation.

7.6.4. If you are in formation and an officer approaches, the person in charge of the group calls the members to attention and renders a salute for the group. If you are part of a small group that's not in formation, the first person to see the officer calls the group to attention, and all members face the officer and salute. If an officer addresses the group or an individual in the group, all members should remain at attention, and all should

render a salute when the officer departs. If you are in charge of a work detail, salute for the entire group when encountering an officer. You must also salute properly marked government vehicles and staff cars transporting military officers.

7.6.5. Just as there are instances when you must salute, there are situations that do not require a salute. Do not salute indoors unless in a formal reporting situation. Don't try to salute when approaching an officer from the rear. In these cases, extend a verbal greeting only. Also, do not salute when you are at a public gathering such as a sports event or meeting (for example, an outside commander's call) or when a salute would be inappropriate or impractical such as during a fire drill. A superior carrying articles in both hands need not return the salute; but the junior member must salute, and the senior member should nod in return or verbally acknowledge the salute. An exchange of verbal greetings is also appropriate if the junior member is carrying articles in both hands. Judgment and common sense play an important role in determining when you should render a salute.

## **7.7. Use of Military Titles:**

7.7.1. You might wonder why the Air Force places so much emphasis on the use of titles, but consider for a moment what a title is. It is a formal name given to a person because of office, grade, or hereditary privilege or as a mark of respect. In the Air Force, individuals hold a title (or grade) that corresponds to their particular grade. As members progress from one grade to the next, they also earn the title associated with each grade.

7.7.2. You will find that most Air Force people are very proud of their title because it signifies hard work and success. When you address them by their title, you are in fact showing the proper courtesy and respect to them as individuals as well as their grade. You are also demonstrating your professionalism and discipline as a military member. In the following paragraphs, we'll present some rules you should observe when addressing military members.

7.7.3. First, even though the Air Force encourages the use of official military titles, it is acceptable for a senior to address subordinates by their first names. It is not acceptable for subordinates to communicate with a senior in such an informal manner.

7.7.4. In oral and informal written communications, the correct use of military titles differs somewhat from that in official written communications. Call a second or first lieutenant "Lieutenant." You should use the full title in the address element of official written correspondence

<b>Table 7.1. Official Titles for Enlisted Personnel</b>			
<b>L I N E</b>	<b>A</b>	<b>B</b>	<b>C</b>
	<b><u>OFFICIAL TITLE</u></b> (Use in Official Written Communications and Formal Introductions)	<b><u>TERM OF ADDRESS</u></b> (Use in Oral and Informal Communications)	<b><u>ABBREVIATION</u></b> (Use After You have first Used the Official Title to Identify Member)
1	Chief Master Sergeant of the Air Force	Chief	C M S A F
2	Chief Master Sergeant	Chief	C M S g t
3	Senior Master Sergeant	Sergeant	S M S g t
4	Master Sergeant	Sergeant	M S g t
5	Technical Sergeant	Sergeant	T S g t
6	Staff Sergeant	Sergeant	S S g t
7	Sergeant (Note)	Sergeant	S g t
8	Senior Airman	Airman	S r A
9	Airman First Class	Airman	A 1 C
10	Airman	Airman	A m n
11	Airman Basic	Airman	A B

**Note:** Scheduled to be phased out.

and when used the first time in the body of the text. When you address officers orally, use their correct military titles, such as “Captain” or “Major.” You may also use “Sir” or “Ma’am,” depending upon the officer’s gender. In addition, you may address medical and dental officers as “Doctor.” Address Chaplains as “Chaplain” or by more traditional titles such as “Father,” “Reverend,” or “Rabbi.”

7.7.5. Don’t use pay grade terms, such as “E-8” or “O-6,” to address or identify military people. The titles for enlisted personnel are listed in table 7.1.

**7.8. Common Military Ceremonies.** The Air Force has many different types of ceremonies that are unique customs of our military profession. Some of these ceremonies are very formal and elaborate, while others are quite simple and personal. Since it is not practical to cover all Air Force ceremonies, we’ll deal only with the more common ones.

**7.8.1. Recognition Ceremonies.** How would you react if your commander presented you with a decoration by walking into your office, tossing the citation and medal on your desk, and saying “Nice job, sarge, keep up the good work?” More than likely, you would feel unappreciated and cheated. After all, this is a significant achievement that you’ve worked very hard for. You deserve proper recognition, and your friends, coworkers, and superiors should want to know about your accomplishments. Always ensure the ceremony fits the occasion.

7.8.1.1. **Decoration Ceremony:**

7.8.1.1.1. This ceremony allows us to formally recognize fellow servicemembers for meritorious service, outstanding achievement, or heroism. Dignified and formal ceremonies are necessary to preserve the integrity and value of decorations. All military participants and attendees should wear the appropriate uniform. It is also proper for participating retired members to wear the uniform. When possible, the commander should personally present the decoration at a formal ceremony. Regardless of where the presentation is conducted, the ceremony should be conducted at the earliest possible date after approval of the decoration.

7.8.1.1.2. Although decoration ceremonies may differ slightly from one unit to another, they normally begin by announcing “ATTENTION TO ORDERS.” All members in attendance will stand at attention and face the commander and the recipient. The commander’s assistant will read the citation while the commander and recipient stand at attention facing one another. After the reading of the citation, the commander affixes the medal on the individual’s uniform and extends personal congratulations and a handshake while presenting the decoration certificate. The recipient will then salute the commander, and the commander returns the salute to conclude the ceremony. At the commander’s discretion, a photographer may take pictures during the ceremony.

7.8.1.2. **Award Ceremony.** An award ceremony also affords us the opportunity to recognize a member’s accomplishments. The commander or other official will determine whether to present an award at a formal ceremony or to present it informally. The commander must formally present recipients with the basic Air Force

Good Conduct Medal at a commander's call or other proper ceremony. Since there are no specific guidelines for an award presentation, commanders and supervisors must ensure the presentation method reflects the significance of the award.

#### **7.8.1.3. *Promotion Ceremony:***

7.8.1.3.1. This ceremony is perhaps one of the more important examples of a true military custom. There are no directives that require a promotion ceremony; but, as a custom of our service, Air Force members expect some type of ceremony. It may be a small, informal office ceremony where the supervisor publicly congratulates the member and presents him or her with a set of stripes, or it may be as elaborate as a formal "pinning" ceremony followed by a reception.

7.8.1.3.2. Something as important as the promotion of an Air Force member shouldn't go unnoticed. Commanders and supervisors should take the initiative to arrange for some type of promotion ceremony for their subordinates. These ceremonies increase unit morale and effectiveness and encourage career advancement and retention.

7.8.1.4. ***Reenlistment Ceremony.*** Individuals who choose to continue in honorable and faithful service to the Air Force have made an admirable decision. To convey appreciation and trust, the unit commander must ensure the reenlisting member receives a ceremony that's consistent with his or her desires. The unit commander usually performs the ceremony; however, the member may request another commissioned officer to perform the ceremony. It must be conducted in a dignified manner, without special gimmicks that detract from the solemnity of the occasion. The ceremony may take place in the commander's office, or another place that lends itself to dignity. The US flag is displayed during the ceremony and forms a backdrop for the participants. The member's immediate family should receive an invitation. This reinforces the fact that when a member makes a commitment to the Air Force, the family is also making a commitment to the Air Force. The family's support, encouragement, and, at times, tolerance are essential to the effective accomplishment of the mission.

#### **7.8.1.5. *Retirement Ceremony:***

7.8.1.5.1. Recognition of members who are retiring from a career of long and honorable service is one of the oldest traditions of military service. Each retiree should leave with a tangible expression of appreciation for contributions made to the Air Force and its mission and with the assurance that he or she will continue to be a valuable member of the Air Force in retirement.

7.8.1.5.2. Commanders are responsible for carefully evaluating and recognizing the contributions of retiring members. They must also offer the retiring member the courtesy of a formal ceremony that's consistent with the member's desires. In keeping with the customs and traditions of the service, a general officer or colonel normally conducts the ceremony. Ceremonies held as part of formal military formations, such as retreats and parades, are further encouraged if conditions permit and if the retiring member desires such a ceremony. During the retirement ceremony, the member will receive a certificate of retirement, the Air Force retirement lapel button, and appropriate awards, decorations, honors, or letters of appreciation. Family members and friends should be invited and encouraged to attend the ceremony. It is customary to present the member's spouse with a certificate of appreciation for the support and sacrifices made during the members career.

7.8.1.5.3. When you have the opportunity to attend a retirement ceremony, you should support the function to show admiration and respect for both the member and the member's contributions to the Air Force.

### **7.9. Special Ceremonies And Events:**

7.9.1. **Military Social Functions.** The ceremonies we cover in this section are social. The Dining-In and Dining-Out ceremonies have become valued traditions in the military.

#### **7.9.1.1. *The Dining-In and Dining-Out:***

7.9.1.1.1. The only difference between a Dining-In and Dining-Out is that in the latter case nonmilitary spouses, friends, and civilians may also attend. The Dining-In is a formal dinner for only military members. The present Dining-In format had its beginnings in the Air Corps when the late General Henry H. ("Hap") Arnold used to hold his famous wingdings. The association of Army Air Corps personnel with the British and their dinings-in during World War II also encouraged their popularity in the Air Force. Members now recognize the Dining-In as an occasion where ceremony, tradition, and good fellowship serve an important purpose.

7.9.1.1.2. Specifically, these ceremonies provide an occasion for Air Force members to meet socially at a formal military function. They also provide an excellent means of saying farewell to departing members and welcoming new ones, as well as providing the opportunity to recognize individual and unit achievements. These are effective in building and maintaining high morale and esprit de corps. All military members attending these ceremonies must wear the mess dress or the semiformal uniform. Civilians wear the dress that's specified in the invitations.

7.9.1.1.3. The two main officials of the mess are the president and the vice (called “Mister or Madam Vice”). The vice is a junior person with excellent speaking ability and is in charge of many details.

7.9.1.1.4. The ceremony portion consists of toasts and a meal. The president of the mess begins the toasts by standing and proposing a toast To The Colors. All attendees stand and raise their glass for each toast. When foreign guests are present, toast their heads of state next. After the president of the mess has toasted the head of each Allied nation, the senior Allied officer proposes a toast to the President of the United States. Also, at enlisted Dinings-In or Dinings-Out, we toast the Chief Master Sergeant of the Air Force. It is acceptable to propose additional toasts at this time, but keep in mind that an excessive number of toasts can make for a long evening. Normally, the last toast is from a sister service (if applicable) to the Air Force Chief of Staff. Remember not to “bottoms-up” your glass on each toast; you do this only on the final toast. Likewise, do not stand or drink a toast if you are the one being toasted. Also, remember that it is disrespectful for a person not to participate in a toast. If you do not drink alcoholic beverages, simply bring the glass to your mouth without taking a drink, or fill your glass with a nonalcoholic substitute. After all formal and informal toasts are completed, the president of the mess will give the opening remarks for the evening. Refer to AFP 30-6 for additional information about the Dining-In function.

7.9.1.2. ***The Order of the Sword Induction Ceremony.*** Induction into the Order of the Sword is an honor reserved for people who have given outstanding leadership and support to enlisted people. The induction ceremony occurs at a formal evening banquet held to honor the inductee as a “Leader among Leaders and an Airman among Airmen.” The entire event is conducted with the dignity that reflects its significance as the highest recognition enlisted people can bestow on anyone. Each command that has an Order of the Sword develops its own selection and induction procedures.

7.9.2. **Other Military Events.** Military weddings and funerals have much the same purpose and meaning as civilian ones. Your organization of assignment is a “home” in which you can count on friendly cooperation, understanding, and assistance.

7.9.2.1. ***The Military Wedding.*** The military wedding adds greatly to the morale and camaraderie of a unit. It provides members an opportunity to express their goodwill and best wishes to a fellow service member. The wedding ceremony, as a dignified and solemn ritual, deserves respect on your part, both in dress and conduct.

It is customary for the couple to announce beforehand the uniform they desire the wedding party and guests to wear. However, the couple may become so busy with planning the wedding that they forget to make such an announcement. In this case, by all means wear your service dress uniform. The military wedding ceremony often takes place at the base chapel, and the service is basically the same as those held in civilian communities.

#### 7.9.2.2. ***Military Funerals:***

7.9.2.2.1. Some funerals are very simple, while others are quite elaborate. The more elaborate services may consist of a band, a military escort, the firing party, bugler, chaplains, casket bearers, and honorary pallbearers. If you participate in a funeral, you must be in your position well before the arrival of the pallbearers. Arriving late is not only a breach of etiquette, it is also a display of disregard for the bereavement of the family of the deceased. Of course, when attending a military funeral, you should wear your service dress uniform. Also don’t overlook other courtesies and thoughtful acts, such as sending flowers, a letter of condolence, or offering assistance to the family.

7.9.2.2.2. The customs that form a part of the above two ceremonies serve to strengthen the common bond among service members. You are contributing to this tradition when you make these customs a part of your military life.

### 7.10. **Drill:**

7.10.1. **Value of Teamwork.** Everyone entering Military Service learns the value of teamwork by participating in drill. Its design is to help you appreciate the need for authority, discipline, and the importance of following orders promptly and precisely. It should also help you realize the impact your personal actions, and the actions of others, can have on a group as a whole.

7.10.2. **Basic Aspects of Drill.** As you progress in grade and experience, you will have opportunities to develop confidence, military bearing, assertiveness, and other characteristics that improve your ability to work with people. Group participation through drill stimulates esprit de corps, high morale, and enthusiastic teamwork. The following paragraph covers only the basic aspects of drill. If you need more in-depth information, see AFI 36-2203, *Drill and Ceremonies* (formerly AFR 50-14).

7.10.3. **Types of Commands.** There are four types of commands: drill, supplementary, informational, and mass.

7.10.3.1. **Drill Commands.** A drill command is an oral order that usually has two parts, the preparatory command and command of execution.

7.10.3.1.1. **Preparatory Command.** The preparatory command tells what the movement will be and mentally prepares you to execute the movement. In some instances, the unit of designation may be the preparatory command. For example, in the command “Left, FACE,” the preparatory command is Left (direction). In the command “Flight, ATTENTION,” the preparatory command is “Flight” (unit of designation).

7.10.3.1.2. **Command of Execution:**

7.10.3.1.2.1. The command of execution follows the preparatory command.

Immediately perform (execute) the movement upon the command of execution. In the examples above, the commands of execution are “FACE” and “ATTENTION.”

7.10.3.1.2.2. In certain commands, the preparatory command and command of execution are combined. “FALL IN,” “AT EASE,” and “REST” are some examples.

7.10.3.2. **Supplementary Commands.** Supplementary commands are given when one unit of the element must execute a movement different from other units, or the same movement at a different time. Examples: “CONTINUE THE MARCH” and “STAND FAST.”

7.10.3.3. **Informational Commands.** Informational commands have no preparatory command or command of execution and aren’t supplementary. They’re used to direct others to give commands. Examples are : “PREPARE FOR INSPECTION,” “DRESS FLIGHTS TO THE RIGHT,” and “DISMISS THE SQUADRON.”

7.10.3.4. **Mass Commands.** Mass commands are used for practice and given in unison by all members of a formation.

7.10.4. **General Rules for Giving Commands.** When giving commands during stationary drill you are at the position of attention and facing your troops, unless your unit is part of a larger drill unit or when participating in ceremonies. Your military bearing must be exemplary when giving commands. You can display military bearing by having good posture and maintaining the appearance of full control. If you look unmilitary (relaxed, slouched, or uneasy), you can expect the same of the drill unit. When giving commands, good military bearing is essential for the effective control of your drill unit. If you give the wrong preparatory command, cancel the command by saying “As you were.” However, if

you’ve already given the command of execution, give the proper commands to bring the unit back to the desired position. Regardless of the situation, keep your bearing.

7.10.5. **Drill Positions and Movements.** Now that you understand some of the basic elements about drill commands, we’ll look at some of the positions used in drill. The following should help refresh your memory as you visualize the areas we will discuss.

7.10.5.1. **Attention.** To assume the position of “ATTENTION,” bring your heels together evenly and point your toes outward to form a 45-degree angle. Keep your legs straight but not stiff and do not lock your knees. Hold your body erect, keep your hips level, lift your chest, and arch your back. Your shoulders must be square and even. Let your arms hang straight down, with your hands cupped, not clinched, and with the palms of your hands facing your body. Your thumbs point down against the joints of your forefinger and rest along the seam of your trousers or skirt. Keep your head erect and held squarely with your chin slightly tucked. Your eyes should look straight forward as you maintain silence and total immobility.

7.10.5.2. **Rest Positions.** There are four positions of rest: “Parade, REST,” “AT EASE,” “REST,” and “FALL OUT.” You will be at the position of attention before executing any of these positions.

7.10.5.2.1. **Parade, REST.** To assume the position of “Parade, REST,” raise your left foot from the hip just enough to clear the ground and move it smartly to the left so your heels are 12 inches apart as measured from the inside of the heels. Keep your legs straight but not stiff and your heels online. As your left foot moves, bring your arms, fully extended, to the back of your body uncupping the hands in the process; and extend and join your fingers, pointing them towards the ground. Your palms will face outwards. Place your right hand in the palm of your left, right thumb over your left to form an “X.” Keep your head and eyes straight ahead, and remain silent and immobile.

7.10.5.2.2. **At EASE.** To assume the position of “AT EASE,” keep your right foot in place and remain silent, but you may move around and relax.

7.10.5.2.3. **REST.** At the “REST” position, you execute the same actions you do in performing “AT EASE” except you may speak in a moderate tone.

7.10.5.2.4. **FALL OUT.** To execute “FALL OUT,” you may leave the ranks but remain in the immediate area. If you are at any rest position, except “FALL OUT,” you resume the position of attention at the command “Flight, ATTENTION.” At the preparatory command “Flight,”

assume the position of parade rest; at the command of execution “ATTENTION,” assume the position of attention.

**7.10.6. Flight Formation.** Let’s now look at the most practical drill group--a flight formation. Two or more elements constitute a flight. Make every effort to use individuals of the highest rank in the element leader or guide positions. When in column, size the flight according to height with the tallest individuals to the front and right (except the guide, element leaders, and flight sergeant). There are four formations that can form a flight: line, inverted line, column, and inverted column. We’ll discuss only two of these formations: line and column.

**7.10.6.1. Line Formation.** A line formation is most commonly used for stationary drill. Element leaders are in a file with the first element leader (in the front) abreast and to the left of the guide. Units are in ranks to the left of the element leaders. Formation inspections, such as an open ranks, which will be discussed later, are conducted while in this formation.

**7.10.6.2. Alignment of the Flight (Line Formation).** Unless you participate in drill on a regular basis, you may not be familiar with the proper procedures associated with the commands “Dress Right, DRESS” and “Ready, FRONT.” Align a line formation using these movements. At the position of attention and upon the command “Dress Right, DRESS,” all individuals except the last one in each element extend their left arms laterally from the shoulder so that their arms are parallel to the ground. The palms of their hands are facing down, fingers extended and joined with thumbs along the forefingers. While this is being done, all individuals except the guide and second, third, and fourth element leaders turn their heads 45-degrees to the right. The leading individuals (front units) establish interval by having their fingertips touch the person to their left. The remaining members cover behind the individual in front of them with their arm parallel to the ground. If the arm is too long, place the arm behind the shoulder of the member to the left. If it is too short, leave it extended toward the member to the left. After obtaining dress, cover, interval, and distance (DCID), you will receive the command, “Ready, FRONT.” Members return to the position of attention. Execute this entire movement with snap.

**7.10.6.3. Column Formation.** A column formation is most widely used for marching. There are at least two, but not more than four files (columns) with the element leaders and guide at the head of the formation. The guides position is in front of the element leader furthest to the right, heading the base file. You may be at close or normal interval in this formation.

**7.10.6.4. Alignment of the Flight (Column Formation).** The command “COVER” is given to align the flight in column formation. After the command is given, DCID is obtained by units while they remain at attention. In column formation, members dress to their right. Interval is established by the leading individual in each element (close or normal interval may be obtained). Everyone covers directly behind the person in front of them. Distance is obtained by the base file. To correct positioning, units take short, choppy steps while remaining at the position of attention.

**7.10.6.5. Fall In.** To perform this movement, there must be enough people in the immediate area and sufficient room to form a flight. Upon the command “FALL IN,” everyone forms a line formation and executes an automatic (without command) “Dress Right, DRESS.” The position the guide takes will allow the flight to be centered on and three paces away from the flight sergeant (person in charge). Once DCID is established, each individual automatically (without command) executes “Ready, FRONT.”

**7.10.6.6. Size the Flight.** There are many individuals of all heights throughout the formation after the execution of FALL IN. This looks totally unorganized and definitely not military. To remedy this, size the flight. After the flight has executed “FALL IN,” face the flight to the right (from line to column formation) and size the files according to height with the tallest in front (excepting the guide) and the shortest in back. Next, have the flight face to the right (from column to inverted line) and again size the files from tallest to shortest. If the unit is still improperly sized, face the individuals to the left and size them again. Then have them do a “Left, FACE” from the column formation to get them back to a line formation.

#### **7.10.7. Open Ranks Inspection:**

**7.10.7.1.** As an NCO, you will probably have the opportunity to participate in an open ranks inspection. Before we go into the actual procedures, it may be helpful to know the reason for positioning a formation. You want to ensure there’s enough distance between each element for the inspector and for the person accompanying the inspector. As you recall, you are in line formation and each element has a certain number of steps to take forward upon the command “Open Ranks, MARCH.” The first element takes three full 24-inch steps (paces) forward and then executes an automatic “Dress Right, DRESS.” The second element takes two steps, and the third element takes one step. Both also automatically execute a “Dress Right, DRESS.” The last element merely executes an automatic “Dress Right, DRESS.” By the steps taken, you can see that the objective is to open up the formation.

7.10.7.2. Closing ranks is performed the same as “Open Ranks, MARCH,” only in reverse and without executing an automatic “Dress Right, Dress.” Upon the command “Close Ranks, MARCH,” the first element stands fast, remaining at attention, while the second element takes one step (pace) forward and halts at attention; the third element takes two steps forward, and the fourth element takes three steps forward, each halting at attention after their prescribed number of steps.

7.10.7.3. Now we’ll discuss the flight commanders alignment procedures for line formation and open ranks. If you are serving as the flight commander, while facing the flight your position is six paces from and centered on the flight. You are now ready to give the command: “Open Ranks, MARCH.” On the command of execution “MARCH,” you will immediately execute a face-in marching, 45-degrees to the left and go to a position one pace to the right of, and in line with the guide. Halt and face to the right. At this point, you verify alignment of the guide and all of the first element. Be sure you are not looking at the back of the element. If you do not position yourself properly, remain at attention and take short steps to the right or left until properly positioned. To verify the alignment of the second, third, and fourth element, execute a 90-degree face-in marching, to the left (stepping off with coordinated arm swing), and halting abreast of the ranks. Then execute a right face to verify alignment. After aligning the last element, execute a 90-degree face-in marching to the right and go to a position three paces beyond the first element; halt, face to the left, and command: “Ready, FRONT.” Take one step forward, with arm swing, and face to the right.

7.10.7.4. The flight commander salutes and reports to the inspector “Sir (Ma’am), flight (number/designation) is ready for inspection.” As soon as the flight commander has been inspected, he or she is asked to accompany the inspector. The flight commander then executes a left face (down line) and commands the “Second, Third, and Fourth Elements Parade, REST.” The flight commander executes a half-left-in marching without arm swing and halts one pace to the right and one pace to the rear of the inspector. (This causes the flight commander to precede the inspector.) This position is maintained throughout the inspection of each respective element. When moving from individual to individual during inspection, the inspector and flight commander simultaneously execute a face-to-the-right-in marching and an in-place halt.

7.10.7.5. Execute the movement by pivoting 90 degrees to the right on the ball of the right foot, simultaneously stepping over the right foot with the left foot and placing the left foot parallel to the element being inspected. Then advance one short step with the right foot, and place the right foot pointed toward the flight. Next, bring the left heel into the right heel, and again resume the position of attention. The upper portion of the body remains at the position of attention, and the arm swing is suspended throughout when inspecting the front of each element.

7.10.7.6. These movements should place the inspector directly in front of the next individual to be inspected, still preceded by the flight commander. After the inspector has inspected the last individual in the first element, the flight commander hesitates momentarily and allows the inspector to precede him or her as the inspector inspects the first element from the rear. Normally, during the inspection of the rear of each element, the flight commander follows the inspector approximately two paces to the rear, halting when the inspector halts. After inspecting the rear of each element, the inspector and flight commander halt in front of the first and second person, respectively, of each element and face to the right at the same time. Use these procedures to inspect the front and rear of subsequent elements.

7.10.7.7. After inspecting the entire flight, the inspector marches off to the right flank (element leaders) of the flight. The flight commander proceeds directly to a position three paces beyond the front element, halts, faces to the left (down line), and commands “Flight, ATTENTION.” The flight commander then takes one step forward with arm swing and faces to the right. The inspector marches to a position directly in front of the flight commander and gives comments. After receiving comments, the flight commander salutes the inspector upon departure. The inspector executes the appropriate facing movements to depart. Before giving further commands, the flight commander faces left (down line) and commands “Close Ranks, MARCH,” Parade, “REST,” “At EASE,” or “REST,” whichever is appropriate, and posts in front of and centered on the flight.

7.10.6.8. If inspection results are being recorded, you must follow the procedures in AFI 36-2203.

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## Chapter 8

### STANDARDS OF CONDUCT

**8.1. Introduction.** This chapter explains Air Force standards of conduct. From the Code of Conduct to family care responsibilities, this chapter lists and discusses some of the most important elements of Air Force order and discipline. Learn these standards well enough to be able to clearly explain them to your subordinates. Observe these standards and always enforce their observation by other members.

#### **8.2. Code of Conduct:**

8.2.1. As a member of the US Armed Forces, you are protecting your nation. It's your duty to oppose all enemies of the United States whether in combat or as a captive in a prisoner of war (POW) facility. The Code of Conduct is a guide for your proper behavior. This code is the result of the heroic lives, experiences, and deeds of Americans from the Revolutionary War through our more recent conflicts.

8.2.2. Your obligations result from the traditional values that underlie the American experience as a nation. The US Constitution and Bill of Rights, which you have sworn to support and defend, best emphasize these values. You have obligations to your country, service, unit, and fellow Americans. The Code of Conduct restates these obligations especially for military members.

8.2.3. Just as you have a responsibility to your country under this code, the US Government has an equal responsibility--always to keep faith with you and stand by you as you fight in its defense. If you become a POW, you may rest assured that your Government will care for your dependents and will never forget you. Furthermore, the Government will use every practical means to contact, support, and gain release for you and all other POWs.

8.2.4. To live up to the code, you must know not only its words, but also the ideas and principles behind them. Our Code of Conduct is both an ethical and moral guide. Its six articles deal with the chief concerns of Americans in combat. These concerns become critical when you must evade capture, resist while a prisoner, or escape from the enemy.

8.2.5. Experiences of captured Americans reveal that to survive captivity honorably would demand from you great courage, deep dedication, and high motivation. To sustain these personal values throughout captivity

requires that you understand and believe strongly in our free and democratic institutions, love your country, trust in the justice of your cause, keep faithful and loyal to your fellow prisoners, and hold firmly to your religious and moral beliefs in time of trouble.

8.2.6. This courage, dedication, positive mental attitude, and motivation, supported by understanding, trust, and loyalty, will help you endure captivity, prevail over your captors, and return you to your family, home, and nation with honor and pride.

**8.2.7. The Articles of the Code follow.** The Code of Conduct for members of the Armed Forces of the United States was first published by President Dwight D. Eisenhower on 17 August 1955. In March 1988, President Ronald Reagan amended the code with language that is gender-neutral. The code based on time-honored concepts and traditions that date back to the days of the American Revolution was first expressed in written form in 1955.

#### **8.2.7.1. ARTICLE I**

8.2.7.1.1. *I am an American, fighting in the forces which guard my country and our way of life. I am prepared to give my life in their defense.*

8.2.7.1.2. All men and women in the Armed Forces have the duty at all times and under all circumstances to oppose the enemies of the United States and support its national interests. In training or in combat, alone or with others, while evading capture or enduring captivity, this duty belongs to each American defending our nation, regardless of circumstances.

#### **8.2.7.2. ARTICLE II**

8.2.7.2.1. *I will never surrender of my own free will. If in command, I will never surrender the members of my command while they still have the means to resist.*

8.2.7.2.2. As an individual, a member of the Armed Forces may never voluntarily surrender. When isolated and no longer able to inflict casualties on the enemy, the American soldier has an obligation to evade capture and rejoin friendly forces.

8.2.7.2.3. Only when evasion by an individual is impossible and further fighting would lead to death with

no significant loss to the enemy should the means to resist or evade be considered exhausted. With all reasonable means of resistance exhausted and with certain death the only alternative, capture does not imply dishonor.

8.2.7.2.4. The responsibility and authority of a commander never extend to the surrender of a command to the enemy while the command has the power to fight and evade. When isolated, cut off, or surrounded, a unit must continue to fight until relieved or able to rejoin friendly forces through continued efforts to break out or evade the enemy.

### 8.2.7.3. **ARTICLE III**

8.2.7.3.1. *If I am captured, I will continue to resist by all means available. I will make every effort to escape and aid others to escape. I will accept neither parole nor special favors from the enemy.*

8.2.7.3.2. The misfortune of captivity does not lessen the duty of a member of the Armed Forces to use all means available to resist the enemy. A POW is still legally bound by the Uniform Code of Military Justice (UCMJ) and ethically guided by the Code of Conduct. Under provisions of the Geneva Convention, a POW is also subject to certain rules imposed by the captor nation. When repatriated, a POW will not face condemnation for having obeyed reasonable captor rules, such as sanitation regulations. The duty of a member of the Armed Forces to continue to resist does not mean a prisoner should engage in unreasonable harassment as a form of resistance. Retaliation by captors to the detriment of the prisoner and other prisoners is frequently the primary result of such harassment.

8.2.7.3.3. The Geneva Convention recognizes that a POW may have the duty to attempt escape. In fact, the Geneva Convention prohibits a captor nation from executing a POW simply for attempting escape. Under the authority of the senior ranking official, a POW must be ready to escape when the opportunity presents itself. In a POW compound, the senior POW must consider the welfare of those remaining behind after an escape. As a matter of conscious determination, however, a POW must plan to escape, try to escape, and assist others to escape.

8.2.7.3.4. Contrary to the spirit of the Geneva Convention, enemies engaged by US forces since 1950 have regarded the POW compound as an extension of the battlefield. In doing so, they have used a variety of tactics and pressures, including physical and mental mistreatment, torture, and medical neglect to exploit POWs for propaganda purposes, to obtain military information, or to undermine POW organization, communication, and resistance.

8.2.7.3.5. Such enemies have attempted to lure American POWs into accepting special favors or privileges in exchange for statements, acts, or information. A POW must neither seek nor accept special favors or privileges unless it is essential to the life or welfare of that person or another POW or to the success of efforts to resist or escape.

8.2.7.3.6. Parole is one such privilege. Parole is a promise by a POW to a captor to fulfill certain conditions--such as agreeing neither to escape nor to fight again once released--in return for such favors as relief from physical bondage, improved food and living conditions, or repatriation ahead of the sick, injured, or longer held prisoners. An American POW will never sign nor otherwise accept parole.

### 8.2.7.4. **ARTICLE IV**

8.2.7.4.1. *If I become a prisoner of war, I will keep faith with my fellow prisoners. I will give no information or take part in any action which might be harmful to my comrades. If I am senior, I will take command. If not, I will obey the lawful orders of those appointed over me and will back them up in every way.*

8.2.7.4.2. Informing, or any other action to the detriment of a fellow prisoner, is despicable and expressly forbidden. POWs must avoid helping the enemy identify fellow prisoners who may have knowledge of value to the enemy and who may, therefore, suffer coercive interrogation.

8.2.7.4.3. Strong leadership and communication are essential to discipline. Discipline is the key to POW camp organization, resistance, and even survival. Personal hygiene, camp sanitation, and care of sick and wounded are imperative. Officers and NCOs of the United States must continue to carry out their responsibilities and exercise their authority in captivity. The senior ranking person, regardless of branch of service, must accept command. This responsibility and accountability must not be ignored.

8.2.7.4.4. If the senior ranking person is incapacitated or otherwise unable to act, the next senior person will assume command. Senior personnel should make every effort to inform all POWs of the chain of command and try to represent them in dealing with enemy authorities. The responsibility of subordinates to obey the lawful orders of ranking American military personnel remains unchanged in captivity.

8.2.7.4.5. The Geneva Convention Relative to Treatment of Prisoners of War provides for election of a "prisoners' representative" in POW camps containing enlisted personnel but no commissioned officers. American

POWs should understand that such a representative is only a spokesperson for the actual senior ranking person. Should the enemy appoint a POW chain of command for its own purposes, American POWs should make all efforts to adhere to the principles of Article IV.

8.2.7.4.6. As with other provisions of this code, common sense and the conditions of captivity will affect the way in which the senior person and the other POWs organize to carry out their responsibilities. What is important is that everyone support and work within the POW organization.

#### 8.2.7.5. **ARTICLE V**

8.2.7.5.1. *When questioned, should I become a prisoner of war, I am required to give name, rank, service number, and date of birth. I will evade answering further questions to the utmost of my ability. I will make no oral or written statements disloyal to my country and its allies or harmful to their cause.*

8.2.7.5.2. When questioned, the Geneva Convention and this code require a POW to give name, rank, service number (Social Security number), and date of birth. The POW should make every effort to avoid giving the captor any additional information. The POW may communicate with captors on matters of health, welfare, camp administration, write letters home and fill out a Geneva Convention capture card.

8.2.7.5.3. It is a violation of the Geneva Convention to place a prisoner under physical or mental duress, torture, or any other form of coercion in an effort to secure information. If, under such intense coercion, a POW discloses unauthorized information, makes an unauthorized statement, or performs an unauthorized act, that prisoners peace of mind and survival require a quick recovery of courage, dedication, and motivation to resist anew each subsequent coercion.

8.2.7.5.4. Actions every POW should resist include making oral or written confessions and apologies, answering questionnaires, and providing personal histories. Also, POWs should avoid creating propaganda recordings, broadcasting appeals to other POWs, providing any other material readily usable for propaganda purposes, appealing for surrender or parole, furnishing self-criticisms, and communicating on behalf of the enemy to the detriment of the United States, its allies, its Armed Forces, or other POWs.

8.2.7.5.5. Every POW should also recognize that the enemy may use any confessions signed or any statement made as false evidence that the person is a war criminal rather than a POW. Several signatory countries have

formally taken exception to certain articles of the Geneva Convention. These countries claim that a war criminal conviction deprives the convicted individual of POW status, removes that person from protection under the Geneva Convention, and revokes all rights to repatriation until a prison sentence is served.

8.2.7.5.6. Recent experiences of American POWs have proved that, although enemy interrogation sessions may be harsh and cruel, one can resist brutal mistreatment when the will to resist remains intact.

8.2.7.5.7. The best way for a prisoner to keep faith with country, fellow prisoners, and self is to provide the enemy with as little information as possible.

#### 8.2.7.6. **ARTICLE VI**

8.2.7.6.1. *I will never forget that I am an American, fighting for freedom, responsible for my actions, and dedicated to the principles which made my country free. I will trust in my God and in the United States of America.*

8.2.7.6.2. A member of the Armed Forces remains responsible for personal actions at all times.

8.2.7.6.3. Any and all members captured have a continuing obligation to resist and to remain loyal to country and fellow prisoners.

8.2.7.6.4. Upon repatriation, POWs can expect review of their actions, both as to circumstances of capture and conduct during detention. The purpose of such a review is to recognize meritorious performance as well as to investigate possible misconduct. The review will take into consideration the rights of the individual and the conditions of captivity.

8.2.7.6.5. Members of the Armed Forces should remember that their branch of service will care for them and their dependents. Pay and allowances, eligibility and procedures for promotion, and benefits for dependents will continue during their captivity. Service members should arrange and keep current their personal affairs and family matters (such as pay, powers of attorney, current will, and provisions for family maintenance and education). Failure to arrange matters can create a serious sense of guilt for a POW and place unnecessary hardship on family members.

8.2.7.6.6. The life of a POW is hard. Each person in this stressful situation must always sustain hope and must resist enemy exploitation. POWs standing firm and united against the enemy will support and inspire one another in surviving their ordeal and in prevailing over misfortune with honor.

### **8.3. Peacetime Detention of US Military Personnel:**

#### **8.3.1. General Conduct:**

8.3.1.1. US military personnel, because of their wide range of activities, are subject to peacetime detention by unfriendly governments or captivity by terrorist groups. The term “peacetime” means that declared armed conflict does not exist or, where armed conflict does exist, the United States is not directly involved. When a hostile government or terrorist group detains or captures US military personnel, the captor is probably attempting to exploit both the individual and the US Government for its own purposes. As history has shown, exploitation can take many forms. It can include confessions by hostages to crimes never committed, exploitation of the international news media, and substantial ransom payments, all of which can lead to increased credibility and support for the detainer.

8.3.1.2. US military personnel detained by unfriendly governments or held hostage by a terrorist group must do everything in their power to survive with honor. Furthermore, whether US military personnel are detainees or hostages, they can have faith that the US Government will make every good faith effort to obtain their release. To best survive the situation, it is critical to retain faith in one’s country, faith in fellow detainees or captives, and, most importantly, faith in oneself. Such faith will make it very difficult for the captors to maximize their efforts to make US military personnel and the United States look bad.

8.3.1.3. US military personnel must take every reasonable effort to prevent exploitation of themselves and the US Government. If exploitation cannot be prevented, then it is the duty of military members to limit it to the absolute minimum. If detainees convince their captors of their low propaganda value, the captors may seek a quick end to the situation. At the conclusion of a detention or hostage situation, military members who can honestly say they did their utmost to resist exploitation will have upheld DoD policy, the founding principles of the United States, and the highest traditions of military service.

8.3.1.4. Military bearing and courtesy should always be part of any posture taken by US military members while held captive. Remaining calm, courteous, and respectful in the long run has its advantages and will better serve the detainee or hostage.

8.3.1.5. In any group-captivity situation, military captives must organize, to the fullest extent possible, under the senior military member present. Encourage any civilians who may be part of the group to participate.

### **8.3.2. Hostile Government Detention:**

8.3.2.1. If detained by a hostile government, detainees should act in a professional manner. Since it is peacetime, US military members are not afforded the protection of the Geneva Convention and, therefore, are subject to that country’s laws. If US service members break no laws, grounds for continued detention become very limited. Most countries consider escape a crime. Escape only if you feel no other alternative exists or chances for a successful escape appear good. Ensure your actions do not seriously affect the other detainees.

8.3.2.2. In government detention, detainees should ask to see the American ambassador or a friendly country’s embassy representative. Detainees are required to talk to the captors only about their identity and the circumstances surrounding their innocent entry into the country or their innocent activities which led to their apprehension. Limit further discussion to pertinent subjects like health and welfare, fellow captives, and wanting to go home.

#### **8.3.3. Terrorist Hostage:**

8.3.3.1. A terrorist hostage situation is generally the least predictable and structured form of peacetime captivity. It can range from a spontaneous hijacking to a carefully planned kidnapping. In either situation, the hostages play an important role in determining their own fate since terrorists rarely expect to receive rewards for providing good treatment or releasing victims unharmed. US military members should assume their captors are genuine terrorists when it is unclear if they are surrogates of a government.

8.3.3.2. It is very important to remember a terrorist hostage situation is more volatile than a government detention; therefore, steps need to be taken in a hostage situation to lessen the chances of a terrorist indiscriminately killing hostages. In this situation, DoD policy accepts and promotes the establishment of a rapport between US hostages and the terrorists. The survival of most of the hostages may depend on this. The objective is to create a “person” status in the terrorist’s mind rather than the stereotypical “symbol” of America that the terrorist may hate. DoD policy recommends US personnel talk to terrorists about nonsubstantive subjects like family, sports, and hobbies; stay away from topics which could inflame terrorist sensibilities like their cause, politics, or religion.

8.3.3.3. Listening, as well as talking, can be vitally important when the individual US service member’s survival is at stake. Take an active role in the conversation, but don’t argue, patronize, or debate the

issues with the captors. Show them you “hear” what they are saying. Try to reduce the tension and make it as hard as possible for the terrorists to identify any US personnel as troublemakers which might mark them for murder.

8.3.3.4. Remember, faith in your country, your fellow detainees, and in yourself is the key to surviving with your honor intact.

**8.4. General Conduct.** The Air Force has a very important mission, and all members have serious responsibilities for carrying out this mission. You are responsible for carrying out orders, performing specific daily tasks pertaining to your duties, and living up to the high standards of the Air Force. You are accountable for your own actions, both in the performance of duties and in your personal conduct. If you are a supervisor, you must hold your subordinates accountable and take corrective action if they do not fulfill their responsibilities.

#### 8.4.1. Standards of Conduct:

8.4.1.1. As a member of the Air Force, you must practice the highest standards of behavior, obedience, and loyalty—not only in your job, but also in your relationship with other people and in your dealings with the civilian community. Your standards of conduct must be such that your behavior and motives don’t create the slightest appearance of impropriety. Your commitment to integrity will lead the way for others to follow.

8.4.1.2. DoD 5500.7-R, *The Joint Ethics Regulation*, provides guidance to Air Force personnel on standards of conduct that relate to possible conflicts between private interests and official duties. Violations of these standards by military personnel can result in prosecution under the provisions of the UCMJ. Violations by civilian employees may result in appropriate disciplinary action without regard to the issue of criminal liability. Military members and civilian employees who violate these standards, even if such violations do not constitute criminal misconduct, are subject to administrative actions, such as reprimands. If you have any questions concerning the standards in DoD 5500.7-R, contact your supervisor, first sergeant, commander, or base legal office for assistance.

#### 8.5. Conflicts of Interest:

##### 8.5.1. General Prohibitions:

8.5.1.1. Your private business or professional interests must not conflict (or appear to conflict) with the public interest of the United States. This is particularly true of those activities related to your Air Force duties and

responsibilities. This prohibition also applies to private interests of your spouse, minor children, and any other members of your household.

8.5.1.2. You may not use your Air Force position in an attempt to persuade any person or group to provide financial benefit to you or others. Moreover, you may not engage in any personal commercial solicitation or sale to any military personnel junior to you in grade or to your civilian subordinates. This restriction applies whether you are on or off duty, in or out of uniform. The one exception to this rule is that you may make a one-time sale of your personal property or private dwelling to a person junior in rank.

8.5.1.3. If you are a member of a private, non-Governmental association, you must avoid activities of the association which are not compatible with your military position. You should not accept honorary membership in any trade or professional association whose membership includes anyone engaged in, or attempting to engage in, business with any component of the DoD.

8.5.1.4. In general, you should not engage in any conduct or activities which are illegal, dishonest, immoral, or which otherwise bring discredit upon the Air Force or US Government.

**8.5.2. Bribery and Graft.** You may be subject to criminal penalties if you solicit, accept, or agree to accept anything of value in return for performing or refraining from performing an official act.

**8.5.3. Gratuities.** Except as provided for in Air Force directives, you and your immediate family may not solicit or accept any gift, gratuity, favor, entertainment, loan, or any other thing of monetary value, either directly or indirectly, from any person, firm, or corporation, in the performance of your official duties.

**8.5.4. Gifts from Foreign Governments.** AFI 51-901, *Gifts from Foreign Governments* (formerly AFR 11-27) requires all Air Force military and civilian personnel, as well as their dependents, to report gifts from foreign governments if the gift, or combination of gifts at one presentation, exceeds a US retail value of \$200. Gifts and gift reports are due to HQ AFMPC/DPMASA2 (Recognition Programs Branch) within 60 days of receipt of the gift. This requirement also includes gifts which recipients desire to retain for official use or display. Failure to report gifts valued in excess of \$200 could result in a fine of the retail value of the gift plus \$5,000.

**8.5.5. Prohibition of Contributions or Presents to Superiors.** You may not solicit a contribution from other DoD personnel for a gift to an official superior or accept

a gift from DoD personnel receiving less pay than yourself. This does not prohibit you from giving a voluntary gift of nominal value or a nominal donation for out of the ordinary occasions such as marriage, illness, or retirement.

**8.5.6. Use of Government Facilities, Property, and Manpower.** You may not directly or indirectly use or allow the use of government property of any kind, including property leased to the Government, for other than officially approved activities. You have a duty to protect and conserve government property, including equipment, supplies, and other property entrusted to you.

**8.5.7. Use of Civilian and Military Titles in Connection with Commercial Enterprises.** All civilian employees and military personnel on active duty are prohibited from using their civilian or military titles or positions in connection with any commercial enterprise or in endorsing any commercial product.

**8.5.8. Outside Employment of Air Force Personnel:**

8.5.8.1. You must not engage in outside employment or other activity, with or without compensation, which interferes with, or is not compatible with, the performance of your government duties. You should further avoid outside employment which may reasonably be expected to bring discredit on the Government or DoD.

8.5.8.2. Off-duty employment of military personnel by an organization involved in a strike is permissible, if the member was on the payroll of that organization before the strike started. No military member may accept employment by an organization at a location where that organization is actively involved in a strike and during the course of such a strike. If you are engaged in off-duty civilian employment which does not meet this policy, you must terminate such employment. You must get your supervisor's recommendation and your commanders approval before accepting any off-duty job.

**8.5.9. Gambling, Betting, and Lotteries.** While on government-owned or government-leased property or while on duty for the Government, you may not participate in any gambling activity, including conducting a lottery or pool, conducting a game for money or property, or selling or purchasing a "numbers" slip or ticket. These restrictions do not apply to Air Force recreational activities that are specifically authorized by regulations, such as bingo in base clubs.

**8.6. Professional and Unprofessional Relationships:**

8.6.1. **What is a Professional?** The Air Force defines a

professional in several ways: one who is dedicated to a vocation; one who is identified with a calling requiring ethical behavior, commitment to public service, and intense preparation; one who maintains a high standard of achievement and conduct; and one who is devoted to the concept of service, rather than personal gain.

**8.6.2. Conduct of Professional NCOs.** Air Force members must practice the highest standards of behavior in their relationships with other members. Professional NCOs conduct themselves in a manner which is above reproach at all times.

**8.6.3. Appropriate Relationships.** Overfamiliarity with those junior in grade or position, however well intended, can be destructive to overall unit rapport, efficiency, and mission accomplishment. Senior members are responsible for maintaining the appropriateness of relationships between themselves and junior members, and all relationships must be governed by mutual respect, dignity, and military courtesy. These relationships become a matter of official concern when they adversely affect duty performance, discipline, or morale.

**8.6.4. AFI 36-2909, Fraternization and Professional Relationships.** This instruction focuses on the impact that a relationship has on the Air Force as an organization and not on the nature of a particular relationship. Unprofessional relationships, including fraternization, invariably undermine morale and discipline and create the appearance that personal relationships and preferences are more important than individual performance and individual contribution to the mission. The policy and custom against fraternization have been a part of Americas military heritage for over 200 years; the guidance in AFI 36-2909 is based on this custom. When followed, the guidance should prevent the development of unprofessional relationships, including fraternization.

**8.6.5. Professional Relationships.** Professional relationships are essential to the effective operation of the Air Force. The Air Force encourages personnel to communicate freely with their superiors regarding their careers and performance, unit effectiveness, workplace improvements, and a wide range of similar subjects. This type of communication enhances morale, improves the operational environment, and results in a more efficient, vital, and responsive military organization. Participation by members of all grades in organizational activities, such as base intramural, interservice, and intraservice athletic competitions, unit-sponsored events, religious activities, community welfare projects, and youth programs enhance morale and contribute to unit cohesion.

### 8.6.6. Unprofessional Relationships:

8.6.6.1. ***Inappropriate Familiarity.*** Unprofessional relationships can develop between officers, between enlisted members, or between officers and enlisted members. Inappropriate familiarity can result in or create the appearance of favoritism, preferential treatment, or impropriety. Avoid relationships which degrade morale and discipline. Unprofessional relationships can lead to criminal charges when in violation of regulations, orders, or other provisions of the UCMJ.

8.6.6.2. ***Potential Dangers.*** All members must be aware of the potential dangers of certain relationships and be particularly sensitive to the following:

8.6.6.2.1. ***Relationships in the Same Chain of Command, Unit, or a Closely Related Unit.*** Approach relationships in these categories with thought and caution. For example, members should not establish, or permit establishment of, relationships which can be reasonably perceived to reflect partiality or favoritism. Consequently, senior members do not date or become personally obligated or indebted to junior members.

8.6.6.2.2. ***Dating and Close Friendships.*** Dating, courtships, and close friendships between men and women are subject to the same policy considerations as other relationships. Like any relationship, they become a matter of official concern when they adversely affect morale, discipline, or mission accomplishment. All officer and enlisted members entering into these relationships must carefully consider the potential impact of their relationship on the organization.

8.6.6.2.3. ***Fraternization.*** Avoid personal relationships between officers and enlisted members that violate the customary bounds of acceptable behavior in the Air Force and constitute fraternization. Timely and appropriate corrective action will prevent the development of improper relationships by ensuring all personnel understand that standards are enforced. When a personal relationship between an officer and enlisted member has prejudiced good order and discipline or discredited the armed services, criminal charges can be brought under the UCMJ. Only officers may face criminal charges for the offense of fraternization as set out in the UCMJ. However, enlisted members of different grades who violate prescribed standards of conduct as set out in regulations, directives, and or orders may face other criminal charges under the UCMJ.

8.6.7. **Personal Responsibility.** All members share the responsibility for respecting authority and maintaining military customs and courtesies. However, the senior member in a relationship is primarily responsible for

maintaining the professionalism of that relationship. Leadership requires the maturity and discretion to avoid relationships which undermine respect for authority or which impact negatively on morale, discipline, or the mission. This is especially true of officers and NCOs who must exhibit the highest standards of professional conduct and must lead by example.

8.6.8. **Commander and Supervisory Responsibilities.** Commanders and supervisors at all levels have the responsibility and authority to maintain good order and discipline within their units. If good professional judgment and common sense indicate that a relationship is causing, or may reasonably result in, a degradation of morale, good order, or discipline, corrective action is required. Counseling, alone or in conjunction with other options, may be an appropriate first step. Among the corrective actions possible are counseling, reprimand, demotion, adverse comments in performance reports, loss of NCO status, and processing for administrative separation. Instances of actual favoritism, partiality, or misuse of grade or position may also constitute violations of the UCMJ and can result in punitive action.

8.7. **Job Performance.** Job performance standards include what you do, how much you do, and how well you accomplish these duties. Your primary responsibility is to do your part to accomplish the mission. But accomplishing the mission requires more than just technical proficiency. You must be a good team member; you must be responsive and do what you are told quickly and efficiently; and you must be dependable and responsible for your actions so that supervisors do not have to constantly monitor or follow up on your activities. Quality and quantity of work are both important since they are the primary measures of your efficiency and productivity. Your conduct and performance on the job must be guided by a sense of loyalty to both supervisors and coworkers, consistent with the safe and proper fulfillment of regulations, directives, technical orders, and other lawful orders.

### 8.8. Substance Abuse (SA) Control Program:

8.8.1. ***Policy on SA.*** SA control policies and programs are thoroughly integrated into every facet of Air Force quality force management. The policies have been in place for over two decades and have evolved to meet changing conditions within the Air Force. The policy is clear: *SA is absolutely incompatible with Air Force standards.* Our members are held to high standards of discipline and accountability. Those who require treatment will receive it, but all will face the consequences of their actions. The goal is maximum SA deterrence and firm, swift action if abuse occurs. The base-level counseling program is called the SA Reorientation and Treatment (SART) Program.

#### 8.8.1.1. *Special Seasonal Programs:*

8.8.1.1.1. The Air Force places particular emphasis on alcohol abuse prevention during special seasons of the year when problems traditionally escalate. The period between Thanksgiving and New Years Day is most critical, and each base conducts an alcohol abuse counteroffensive for this season. These counteroffensives are often part of a formal and highly publicized MAJCOM program aimed at minimizing alcohol-related incidents. Memorial Day, Independence Day, and Labor Day weekends are other critical times for optional programs of similar emphasis. These seasonal programs highlight recreational alternatives to alcohol consumption.

8.8.1.1.2. Additional resources for supporting SA prevention are the various information media available at each installation. The channels most commonly used to fulfill this requirement include base newspapers, newcomers' orientation briefings, commander's calls, the base speakers bureau, and the SA literature.

8.8.1.2. ***The Manager's Role.*** Air Force policy regarding SA runs parallel with your responsibilities as a manager and represents an affirmative step in its efforts to show genuine, personal concern for the welfare of its members. As an Air Force leader, you are not tasked to be a diagnostician. However, as a manager, you are challenged to confront unacceptable performance or behavior, whatever the cause, and on that basis to take timely and appropriate intervention measures. Basically, the managerial actions you take should be the same as for any other work-related problem.

#### 8.8.2. **Identification and Referral:**

8.8.2.1. Unfortunately, prevention programs do not always deter SA. As depicted in figure 8.1, there are many signs of SA. It is absolutely impossible to note all the behavioral symptoms that may suggest SA or to define precisely their sequence and severity. They are exactly as stated: signs and symptoms. They should not be used to make a conclusive diagnosis of SA--this responsibility lies with the medical experts. However, when you notice a pattern of events within any of these behavioral categories, seek advice to discover the cause of the undesired behavior. Hopefully, by careful planning and counseling, your influence will improve the behavior. When additional professional advice is needed, do not hesitate to document and then refer troubled subordinates to a SA counselor.

8.8.2.2. The Air Force requires SA counselors to be certified. To be certified, counselors must have completed a 3-year internship and pass written and oral evaluations. Although well qualified and able to offer

professional services, the SA counseling staff members realize their team role in a member's recovery program. They will in turn seek advice and support from other staff agencies such as chaplains, mental health counselors, medical officers, the members supervisor, and, with written permission, the members immediate family. You, with the counseling staff, play a key role in the recovery program and, therefore, should continue to support positive behavioral changes.

8.8.2.3. Your role in the treatment process does not end with the identification and referral of members. To fully assess potential SA-related problems, you must take a step beyond the identification and referral process and familiarize yourself with current SA statistical trend data. This gives you an additional measure for ensuring all aspects of the SA threat are considered and also helps you to take appropriate countermeasures when working specific SA threat issues. You are then better prepared to confidently meet the challenges of resolving, eliminating, or neutralizing SA-related social and cultural conditions that have a direct negative impact on mission effectiveness.

8.8.3. **Policy on Drug Abuse.** The Air Force expects everyone to maintain standards of behavior, performance, and discipline consistent with the UCMJ, public law, and Air Force publications. Illegal or improper use of drugs by an Air Force member is a serious breach of discipline, is incompatible with serving in the Air Force, and automatically places the members continued service in jeopardy. Because the Air Force does not tolerate such conduct, drug abuse can lead to criminal prosecution and discharge under other than honorable conditions. Illegal or improper use of drugs can also seriously damage physical health, impair judgment, cause psychological injury, and jeopardize the user's safety and the safety of others. It is Air Force policy to prevent drug abuse among its personnel. Failing this, the Air Force is responsible for identifying and treating drug abusers and disciplining or discharging those who use or promote illegal or improper use of drugs.

8.8.3.1. ***Using, Possessing, Manufacturing, Distributing, and Introducing Drugs.*** Air Force military members must not use, possess, manufacture, distribute, or introduce into a military unit, base, station, post, ship, or aircraft any illicit drugs (including nonnarcotic drugs). Violations of these prohibitions are chargeable under the UCMJ. These prohibitions do not apply:

- To any act performed within the proper scope of official duties.
- To using, possessing, or introducing legally prescribed drugs on an Air Force installation.

<u>EFFECTS OF DEPRESSANTS</u>	<u>EFFECTS OF STIMULANTS</u>
<p><b>ANXIETY RELIEF</b></p> <p>relaxation and subsequent slowing of reflexes present a hazard in everyday driving situations</p>	<p><b>DISTORTION OF TIME AND SPACE</b></p> <p>reduction of the ability to evaluate the impact of environmental conditions on the driving situation</p>
<p><b>FEELING OF WELL-BEING (EUPHORIA)</b></p> <p>The "high" associated with this stage decreases alertness and concentration required to react swiftly to impending danger. It may create a false sense of security, placing the driver and others in jeopardy. Persons are not aware of how impaired their judgment may be.</p>	
<p><b>DROWSINESS</b></p> <p>Slowing of reflexes and the inability to concentrate present a danger. Stupor or blackout may accompany this stage</p> <p><b>SLEEP</b></p> <p>presents an immediate danger when this stage occurs while driving. Controlling the urge to fall asleep while under the influence of drugs may be an impossible task.</p> <p><b>LOSS OF PAIN</b></p> <p>Associated more often with injuries sustained because of the loss of pain. Persons under the influence of a drug may sustain an injury, aggravate the injury and not become aware of it till the drug is cleared from their system.</p> <p><b>LOSS OF FEELING</b></p> <p>Drastically affects the ability to drive. Control of sensory motor functions are required to drive effectively but are not present within this stage. The situation is extremely hazardous.</p>	<p><b>ANXIETY</b></p> <p>Overreacting due to uneasiness and eagerness contribute to the potential for incidents (i.e., overcorrecting in driving situations).</p> <p><b>EXTREME NERVOUSNESS (TREMORS)</b></p> <p>Control of the sensory motor functions and correct interpretation of sensory inputs become extremely difficult. Miscalculations create very dangerous situations.</p> <p>NOTE: Most drugs of abuse do not cause immediate stimulation or depression to the point of convulsions. One very real danger is the body's ability to continue to absorb chemicals that may have been ingested earlier. This continued absorption can lead to levels sufficient to produce death.</p> <p>(NOTE: Hallucinations may occur at any stage with LSD, PCP, Strychnine, speed.)</p>
<p><b>CONVULSIONS</b></p> <p>The involuntary muscular contractions present in this stage prevent control or operation of a vehicle. The danger becomes immediate when the operator of a vehicle enters this stage from other stages.</p>	

**Figure 8.1. Effects of the Most Commonly Abused Drugs.**

- When a drug or substance within the United States is obtained by an over-the-counter, nonprescription purchase from a retail establishment maintained according to local laws.
- When legal purchases are made from an exchange, ship's store, or other merchandising facility operated by the Federal Government or any of its agencies.

#### 8.8.3.2. **Steroid Abuse:**

8.8.3.2.1. Air Force policy on the use of steroids is clear: "The illegal use of anabolic/androgenic steroids by otherwise healthy active duty personnel is prohibited." Therefore, Air Force members involved in the illegal use of steroids will be subject to separation.

8.8.3.2.2. Steroids are derived from male hormones. The primary medical use of anabolic steroids is to help build body tissues and prevent the breakdown of tissue that occurs in debilitating diseases. The dangers of misuse are increased when the steroids are taken without the supervision of a physician. There are only a few approved anabolic steroids on the market, and the Food and Drug Administration has been narrowing the approved uses of anabolic steroids. Abusers of these potent prescription drugs risk congestive heart failure, strokes, lung cancer, and cardiovascular system impairment which is considered to be the most hazardous of all side effects reported.

8.8.4. **Policy on Alcohol Abuse.** The Air Force recognizes alcoholism as a progressive, preventable, and treatable noncompensable disease that affects the entire family. It is Air Force policy to prevent alcohol abuse and alcoholism among its people and their family members. Air Force members must always maintain Air Force standards of behavior, performance, and discipline. Failure to meet these standards must be based on demonstrated unacceptable performance and conduct, rather than solely on the use of alcohol. Commanders must respond to unacceptable behavior or performance with appropriate corrective actions. If individuals cannot or will not maintain Air Force standards, then the Air Force will ensure humane management and administrative disposition of these people.

8.8.4.1. **Drinking Habits.** It is each person's responsibility to exercise judgment in the use of alcohol when not otherwise restricted by public law or military directive. The Air Force only investigates drinking habits that affect public behavior, duty performance, or physical and mental health.

8.8.4.2. **Driving While Intoxicated.** AFR 125-14, *Motor*

*Vehicle Traffic Supervision* (projected to be AFI 31-204), applies to everyone with military installation driving privileges. It establishes court-hearing procedures, convictions, nonjudicial punishment, civilian administrative action, or appropriate punishment for violation of intoxicated driving policies. This directive defines intoxicated driving as operating a motor vehicle under intoxication caused by alcohol or drugs. When driving on a military installation, individuals are considered intoxicated when they have a blood-alcohol content of .10 or higher. These conditions require a mandatory 1-year driving privilege suspension for the first offense. Suspension of driving privileges may also be imposed in any case of refusal to submit to a blood-alcohol content test.

**8.9. Equal Opportunity and Treatment (EOT).** The Air Force EOT program is designed to neutralize discrimination and to ensure equal opportunity in support of mission readiness for all Air Force military personnel. The overall management falls to the commander and is a function of leadership. All Air Force personnel must participate in promoting open lines of communication, cross-cultural awareness, understanding, and mutual respect. Commanders and supervisors at all levels must adhere to EOT program policy to prevent, eliminate, or neutralize the negative impact of discrimination and sexual harassment. (The Air Force EOT program is covered in greater depth in chapter 9.)

#### **8.10. Financial Responsibility:**

##### **8.10.1. Air Force Policy:**

8.10.1.1. Air Force members are expected to pay their financial obligations in a proper and timely manner. Financial obligations are divided into two categories: (a) personal indebtedness and (b) dependent support. As a general rule, the Air Force has no legal authority to require its members or their family members to pay personal financial obligations. Enforcement is a matter for civil authorities. However, the Air Force can, under certain conditions, divert part of a member's pay for debts owed to the United States or any of its instrumentalities or to satisfy delinquent child support and alimony payments. Administrative or disciplinary action may be taken against Air Force members in cases of continued financial irresponsibility. Such action is taken to improve discipline and maintain the standards of conduct expected of Air Force personnel.

8.10.1.2. Although most people can avoid conflict of interest situations, you may cause yourself and the Air Force considerable embarrassment and inconvenience if you fail to manage your personal finances adequately. Failure to satisfy legitimate obligations can result in the establishment of an unfavorable information file (UIF), placement on the control roster, or even termination

of Military Service. Everyone must remain alert to the dangers of financial irresponsibility and provide advice and assistance to others as they learn to manage their finances.

8.10.1.3. You should be very familiar with your pay and expenses. Before you buy anything--and especially before you buy on credit--examine your finances to ensure you can handle the payments specified in the contract or purchase agreement. If you want to put the purchase on a credit card, make sure you can handle the new payment on the increased balance first. Interest rates, amount, and the number of payments are of prime importance. When paying your bills by check, you must ensure there is sufficient money in your account to cover the check--a dishonored check returned for insufficient funds may be a signal of financial irresponsibility. According to AFI 36-2906, *Personal Financial Responsibility*, the unit commander, first sergeant, and the family support center are responsible for counseling you on financial matters. A counselor in the legal office can provide you with legal advice. No adverse action can be taken against an individual for filing a petition for bankruptcy--bankruptcy in itself cannot be considered "mismanagement" or "dishonorable." However, adverse action can be taken against a member filing for bankruptcy if mismanagement of personal affairs or dishonorable failure to pay debts is proven.

#### 8.10.2. **Financial Complaints:**

8.10.2.1. Because complainants are often unfamiliar with Air Force organizational addresses or do not know the members actual unit of assignment, they frequently address correspondence to the installation commander, staff judge advocate, or the MPF. The complaint is forwarded to your commander for action. The commander has 15 days to process the complaint. If you have made a PCS, the complaint is forwarded to your new commander, and the complainant is notified of the referral. The complainant is also notified if the member was released from duty by Headquarters Air Reserve Personnel Center. If the member has separated with no further military service or has retired, the complainant is notified and informed that the Air Force is unable to assist because the individual is no longer under its jurisdiction, unless the complaint is a legal process directed for garnishment of retired pay for child support or alimony obligations.

8.10.2.2. Commanders will actively monitor complaints until they are resolved. The Air Force cannot tolerate financial irresponsibility, neglect, dishonesty, or evasiveness. Failure to pay debts or to provide support to dependents could lead to administrative or disciplinary action. If the commander decides the complaint reflects adversely on the member, this action should be

made a part of the UIF.

8.10.2.3. You have a guaranteed income for a specified period of time. By living within your means, you can acquire what you need and most of what you want and still present a favorable image of the military person as a responsible citizen.

8.10.2.4. Our military society is unique. As an NCO, you hold a unique position within this society. Through our discussion, we have given you an overview of certain basic rights, freedoms, and obligations you have as a citizen and member of the Air Force. An understanding of these responsibilities and obligations will help you fulfill your position and responsibilities as an NCO and support the mission of the Air Force.

8.10.3. **Personal Financial Management Program (PFMP).** The PFMP is designed to assist personnel in analyzing personal financial problem areas, developing budgets, formulating debt-liquidation plans, obtaining consumer protection, improving checkbook maintenance, and buying on credit. PFMP helps individuals strengthen, understand, and evaluate their personal financial needs. It is a three-track program consisting of education, information, and counseling, as follows:

8.10.3.1. **Education.** The education track begins in basic training and helps airmen learn good money management. It continues at their first duty station through available briefings, seminars, and workshops on financial management and consumer affairs subjects.

8.10.3.2. **Information.** The second track is information. This track provides pamphlets and periodic articles on useful consumer affairs subjects. Both the pamphlets and the articles cover car financing, budgeting, and so forth. Both the education and information tracks are designed to increase an individuals financial awareness and money management skills.

#### 8.10.3.3. **Counseling:**

8.10.3.3.1. The third and final track of the PFMP is counseling. This track is available to help individuals analyze their personal finances. All counseling sessions are confidential and are provided on a voluntary or referral basis. The counseling sessions serve three purposes: they provide a source of financial advice and assistance; they assist in solving already existing financial problems; and they prevent financial problems from occurring or recurring.

8.10.3.3.2. All services provided by the PFMP are free of charge. If you or your subordinates need more information about services offered through the PFMP, contact your base PFMP manager.

## 8.11. Political Activities:

### 8.11.1. Air Force Policy:

8.11.1.1. **Political Dissent.** The basic mission of the Air Force is to safeguard the security of the United States. Additionally, the service member's right of expression, consistent with good order, discipline, and national security, must be preserved to the maximum extent possible. On the other hand, no commander may be indifferent to conduct which, if allowed to proceed unchecked, would destroy unit effectiveness. To properly balance these interests, the responsible commander must exercise calm and prudent judgment. Specific problems can, of course, be resolved only on the basis of the particular facts of the situation, and according to the provisions of applicable regulations and the UCMJ. Because these cases often involve legal questions requiring careful development of the factual situation and application of various constitutional, statutory, and regulatory provisions, commanders should consult with their staff judge advocates (SJA). In appropriate cases, they might find it advisable to confer with higher authority before initiating action in response to manifestations of dissent.

8.11.1.2. **Your Rights.** Generally, you enjoy the same rights and have the same responsibilities as other citizens; however, since you are a member of the Air Force, the manner in which you exercise your rights is limited in some cases. Under our democratic system, the military, as a group, must remain politically neutral and divorced from partisan politics. AFI 51-903, *Dissident and Protest Activities* (formerly AFR 35-15) and AFI 51-902, *Political Activities by Members of the US Air Force* (formerly AFR 110-2) provide guidance about participation in political activities. There are some general rules that you should remember:

8.11.1.3. **Petitions.** While you and your dependents have the right to petition the President, the Congress, or other public officials, you may not publicly solicit or collect signatures on a petition when in uniform or in a foreign country. You may not circulate or sign a petition on an Air Force installation unless the petition has been authorized by the installation commander.

8.11.1.4. **Writing for Publication.** A member of the Air Force may not write for unofficial publication during duty hours, except to perform assigned duties or as authorized by a supervisor. An unofficial publication, such as an "underground newspaper," may not be produced by using government or nonappropriated funds, property, or supplies. Any publication that contains language, the utterance of which is punishable by Federal law, may subject a person involved in its printing,

publishing, or distributing to disciplinary action or prosecution.

#### 8.11.1.5. *Possessing or Distributing Materials:*

8.11.1.5.1. Distributing or posting materials may not be prohibited solely on the grounds that the materials are critical of government policies or officials. However, you may not distribute on an Air Force facility any written or printed materials that advocate the violent overthrow of the Government or can be expected to incite disorder, or interfere with the accomplishment of a military mission. These materials may be impounded and then returned to the owners when they leave the installation unless impounded materials are determined to be evidence of a crime.

8.11.1.5.2. In general, installation commanders should encourage and promote the availability of books, periodicals, and other media which present a wide range of viewpoints on public issues.

8.11.1.6. **Off-Base Gathering Places.** Action under AFI 31-213, *Armed Forces Disciplinary Control Boards and Off-Installation Liaison and Operations* (formerly AFR 125-11) may be initiated to place establishments "off limits" when, for example, activities taking place include counseling members of the Armed Forces to refuse to perform duty or to desert or involve acts with a significant adverse effect on health, welfare, or morale of military members.

#### 8.11.1.7. *Groups, Organizations, and Unions:*

8.11.1.7.1. Because it is incompatible with Military Service, active participation in the following kinds of organizations is prohibited:

8.11.1.7.1.1. Those supporting supremacist causes or attempting to create illegal discrimination based on race, creed, color, sex, religion, national origin, or ethnic group.

8.11.1.7.1.2. Those advocating the use of force or violence or otherwise engaging in efforts to deprive individuals of their civil rights.

8.11.1.7.2. Active participation includes publicly demonstrating or rallying, fundraising, recruiting and training members, and organizing or leading.

8.11.1.7.3. Demonstrations or other activities near an Air Force installation which could result in interfering with or preventing the orderly accomplishment of a mission of the installation or which present a clear danger to loyalty, discipline, or morale of the Armed Forces are prohibited.

8.11.1.7.4. It is a crime for any person to enter a military installation for any purpose prohibited by law or lawful regulation, or for any person to enter or reenter an installation after having been barred by order of the installation commander.

8.11.1.7.5. Members of the Air Force are prohibited from participating in demonstrations when they are on duty in a foreign country, in uniform, when their activities constitute a breach of law and order, or when violence is likely to result.

8.11.1.7.6. Always remember, within an Air Force installation you may not participate in any demonstration or other activity that (a) has not been approved by the commander, (b) could result in interference with or prevention of orderly accomplishment of a mission of the installation, or (c) presents a clear danger to loyalty, discipline, or morale of members of the Armed Forces.

#### 8.11.1.8. **Voting:**

8.11.1.8.1. You have the right and duty as an American citizen to vote and to voice your opinions concerning political matters; however, you must be very careful that your personal opinions and activities are not directly, or by implication, represented as those of the Air Force. The Federal Government has assisted citizens to vote by absentee ballot since 1942. The Federal Voting Assistance Act of 1955 governs current voting procedures. This public law recommends that each state allow certain citizens living temporarily away from their regular polling places to vote in all elections. These citizens include members of the US Armed Forces and the merchant marine, their spouses and dependents, and citizens temporarily residing outside the CONUS.

8.11.1.8.2. One of your most important rights is the right to govern yourself by voting for your city and state officials, your representatives, and your President. Since these people govern our country and make the laws that affect you, your right to vote is also an obligation. In a republic such as ours, intelligent voting is the way citizens can retain and protect their rights and freedoms.

8.11.1.8.3. Commanders appoint voting officers within each unit to assist you and your dependents in voting. They can assist you in properly registering to vote in all elections and helping you get the proper voting materials and ballots from your state of residence. State election officials determine the eligibility of an individual to vote under the laws of that state. Air Force personnel do not make such determinations. If legal questions arise on the right to vote, contact the base legal office for assistance.

8.11.1.8.4. Because many Air Force members vote by absentee ballot, let us take a moment to outline this voting process. If you want to vote by absentee ballot, ask your unit voting officer or counselor for advice on the rules of your particular state. The voting officer can also help you complete a Standard Form (SF) 76, **Post Card Registration and Absentee Ballot Request**, to request official balloting materials. You will use an SF 76 to register and also to ask for a ballot if your state requires it. Once you complete an SF 76, mail it to the appropriate election official. (**NOTE:** An SF 76 can be mailed priority mail postage free when deposited at any US postal office, overseas military post office, or American embassy.)

8.11.1.8.5. When you receive a ballot, complete it according to the instructions with the ballot. You may need an officer or other official authorized by state law to attest to the voter's oath that accompanies the ballot. Mail the completed ballot (and oath if required) in the return envelope provided with the ballot or to the address named in the instructions.

8.12. **Public Statements.** When making public statements on official Air Force matters, members are governed by AFI 35-206, *Media Relations* (formerly AFR 190-1). This instruction states that commanders (or authorized public affairs representatives) are the appropriate approval authority for public statements. The objective is to avoid statements that do not reflect Air Force policy or that, if taken out of context, could be misleading to the public. To make sure Air Force information is presented professionally, personnel should make certain it is accurate, prompt, and factual, is confined to their particular fields of expertise, avoids the hypothetical and speculative, reflects Air Force policy, is presented simply and honestly, and complies with the spirit and letter of the Secretary of Defense's principles of public information.

#### 8.13. **Family Care:**

##### 8.13.1. **General Policies:**

8.13.1.1. The Air Force must have people in the right place at the right time, unencumbered and ready to perform the jobs for which they have been trained. All members of the Air Force must be available at all times to perform a full range of military duties and assignments, including but not limited to: PCS or assignment, unaccompanied tours, TDY (including short or no-notice deployment), alerts, recalls, extended hours, or shift work.

8.13.1.2. The Air Force mission needs trained and motivated people, your role in the family care program is very important. Familiarizing yourself with family care

responsibilities will help ensure mission accomplishment and may help the morale of your subordinates. As a supervisor, you may, one day, have to counsel a recent single parent, who, because of other worries, has not given thought to family care.

8.13.1.3. Single-parents and military couples (military married to military) with family members present a unique family situation; that is, each military member is individually responsible for family care.

8.13.1.4. Single parents and military couples accompanied by family members in an overseas location covered by a noncombatant evacuation operation plan will make arrangements for a designated individual to evacuate and care for their family members. These arrangements will not interfere with the sponsor's obligation to remain in the overseas theater and perform military duties.

8.13.1.5. Air Force members with family members must take the initiative to use all available military and civilian resources at their disposal to ensure family members receive adequate care, support, and supervision in a manner that is compatible with the member's military duties. Failure to make and maintain arrangements for family members could result in disciplinary action under the UCMJ, involuntary separation, or both.

#### 8.13.2. **Family Care Planning:**

8.13.2.1. Advance planning is the key to family care arrangements. Plans must cover all possible short- and long-term situations, and they must be sufficiently detailed and systematic to provide for a smooth, rapid transfer of responsibilities to another individual during the absence of the military sponsor. The individual designated to assume responsibility may not be another military member because that member is also required to be available worldwide (this includes Guard and Reserve members).

8.13.2.2. Several military agencies are available to help commanders, first sergeants, and supervisors assist members in developing family care plans; for example, SJA, customer service, DAO, chaplain, and family support center.

#### 8.13.3. **Counseling on Family Care Responsibilities:**

8.13.3.1. Arrival at the New Duty Station. Commanders or first sergeants counsel all people with family members on AFI 36-2908, Family Care Plans (formerly AFR 35-49) during inprocessing. During this counseling, commanders and first sergeants must stress the importance of and confirm the need for family care certification (completion of AF Form 357, **Dependent Care Certification**). Commanders or first sergeants may

not delegate counseling requirements; however, commanders may delegate, in writing, the authority to counsel members and certify the AF Form 357 to detachment (Det) or operating location (OL) chiefs for members who are geographically separated from the commander's location. The original AF Form 357 will be filed at the Det or OL administrative office; a copy will be filed in the unit personnel center at the commander's location.

#### 8.13.3.2. **Annual Briefing:**

8.13.3.2.1. Commanders or first sergeants are required to brief, at least annually, all military members in their organization on AFI 36-2908. This briefing will be accomplished individually with members required to complete an AF Form 357. During this briefing, the commander or first sergeant will determine the actual workability of the family care plan. The supervisor's feedback on specific actions or behavior that could cast doubt on the member's reliability and sense of responsibility is very helpful in making this determination.

8.13.3.2.2. Members who are not required to fill out an AF Form 357 can be briefed by policy memorandum, commander's call, and so forth. However, commanders must stress that even though these members are not required to document family care arrangements, they are not relieved of their responsibilities to maintain adequate arrangements. There are times when commanders may find it necessary to require members with civilian spouses to document family care arrangements on the AF Form 357; for example, when spouses have a limited English language ability, they have an illness, disability or handicap, or they are not in the local area, to include marital separation. In addition, a divorced member whose children temporarily reside with the member for an extended period of time may also be required to certify family care.

8.13.3.2.3. Other times when you may be required to certify family care arrangements are: during reenlistment, extensions, PCS notification (whether it be a stateside, overseas, or family-restricted assignment); upon confirmation of a pregnancy of a military member who is unmarried or married to another military member; upon placement of a child in the home of an unmarried military member or married military couple as a part of formal adoption proceedings; and as determined by the commander.

8.13.3.3. **Remedial Action.** Commanders and supervisors are responsible for establishing duty schedules or unit procedures that are equitable for all members. Inequitable or inconsistent scheduling to accommodate family care arrangements can be counterproductive and disruptive to unit morale.

Commanders and supervisors will not make modifications on a long-term or permanent basis to accommodate or “work around” unique family care arrangements of members. Prompt action will be taken

on personnel who, despite counseling and assistance, fail to make and maintain family care arrangements, thereby interfering with their worldwide availability.

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## Chapter 9

### INDIVIDUAL RIGHTS

**9.1. The Inspector General Program.** The Inspector General (IG) Act of 1978 directed that all services establish a function that would act as oversight for its programs and members. At every Air Force base, there is a senior member designated as an IG. The IG is usually the vice commander of the installation. IGs have numerous responsibilities that include overseeing and inspecting mission capability, operational readiness, and unit effectiveness. IGs are also responsible for managing the complaints program.

#### 9.1.1. Complaint Programs Policy:

9.1.1.1. The Air Force Complaint and Fraud, Waste, and Abuse (FWA) programs are leadership tools that indicate where command involvement needs to correct systemic, programmatic, or procedural weaknesses. These programs ensure prompt and fair resolution to problems affecting the Air Force mission. They also measure the confidence our people have in Air Force leadership.

9.1.1.2. These programs provide feedback that is critical to the success of each individual in the supervisory chain. These programs help ensure:

9.1.1.2.1. Air Force personnel are using resources effectively and efficiently in support of the mission.

9.1.1.2.2. Issues are objectively and fairly resolved in an atmosphere of trust without retaliation or the fear of reprisal.

9.1.1.2.3. Management reveals and corrects any false perceptions that Air Force members may hold about goals, plans, and projects.

9.1.1.3. Personal complaints and FWA disclosures help commanders to discover and correct problems affecting the productivity and satisfaction of assigned personnel. Resolving the underlying cause of a complaint may prevent more severe symptoms or costly effects, such as reduced performance, accidents, poor-quality work, poor morale, or loss of resources. Substantiated allegations may indicate isolated weaknesses or systemic problems that affect resources. Unsubstantiated allegations may

indicate that commanders need to inform personnel about programs, projects, procedures, or policies.

9.1.1.4. AFI 90-301, *Inspector General Complaints*, (formerly AFR 120-3) formalizes the Air Force’s commitment to prevent and eliminate fraud, waste and abuse and outlines the complaint process. Air Force members have a duty to report mismanagement, FWA, a violation of any Air Force directive, an injustice, deficiency or like condition to a superior or commander in their chain of command, to an inspector or IG, or within any established grievance channel.

#### 9.1.2. Presenting Complaints to Appropriate Officials:

9.1.2.1. An Air Force member should present complaints to the appropriate officials responsible for the area of complaint. Don’t use the IG complaint program for matters normally appealed through other channels unless there is evidence that those channels mishandled a complaint (for example, an individual is denied specific rights or there was a breach of established policy or procedure).

9.1.2.2. An Air Force member may file an IG complaint at any level without notifying or following the chain of command. Complainants normally do not travel at government expense to present a complaint.

#### 9.1.3. Complainant Protections:

9.1.3.1. The Air Force has a well-established complaint program. You can get help quickly and fairly when you need someone to answer a question. You can make your complaint at any level in the IG system. No one may act against you just because you complained. You have the right to file a protected disclosure without fear of reprisal. If you think someone has acted against you just because you complained, tell an inspector or an IG. IGs will advise you of the option to file a reprisal complaint with the DoD Inspector General according to established procedures.

9.1.3.2. You may go to an inspector or IG at any level, but experience has shown commanders and supervisors

are the people best equipped to resolve complaints. Therefore, you are encouraged but not required to discuss your problem with your supervisor or your commander before coming to the IG.

9.1.3.3. IGs conduct inquiries and investigations at a command level that prevents self-investigation or the perception of the same. When there is any doubt that an impartial inquiry or investigation can be conducted, IGs refer the matter to the next level in the chain of command. The inquiry officer must be impartial, unbiased, and totally objective.

#### 9.1.4. **Complaints not Handled in Inspector General (IG) Channels:**

9.1.4.1. Matters covered under other directives are generally not handled through the IG channels. The following figure shows what procedure to use for the listed subjects. When one of these procedures works for your problem, you should not use the IG complaint program. Figure 9.1 only lists some types of complaints for which there are other appeal channels.

9.1.4.2. If a policy directive provides specific appeal channels, you must exhaust those appeal procedures. You must be able to allege that there was a procedural problem with the process before using IG channels. Mere dissatisfaction with the outcome of an appeal is not sufficient basis for an IG review, inquiry, or investigation.

### 9.2. **The Privacy Act:**

9.2.1. **Introduction.** The Privacy Act of 1974 was enacted because congressional leaders determined that individual privacy was directly affected by the collection, maintenance, use, and dissemination of personal information by federal agencies. They saw the increased use of computers and sophisticated information technology magnifying the potential for harm to individual privacy due to the collection, maintenance, use, and dissemination of personal information. Also, they felt an individual's ability to obtain employment, insurance, credit, and the right to due process were endangered by the misuse of information systems. It was determined that the right to privacy is a personal and fundamental right protected by the Constitution.

9.2.2. **Air Force Policy.** It is Air Force policy to protect the personal privacy of individuals as outlined in the Privacy Act of 1974.

9.2.2.1. The Privacy Act and AFI 37-132, *Air Force Privacy Act Program*, pertain to information that is collected and placed in systems of records pertaining to

living US citizens and aliens who have been admitted as permanent residents of the United States.

9.2.2.2. Information that is collected, maintained, and used from systems of records will support programs governed by law or Executive Order.

9.2.2.3. Personnel who are responsible for maintaining systems of records will ensure information contained therein is timely, accurate, complete, and relevant and will be responsible for amending any record that does not meet these requirements.

9.2.2.4. Individuals should have knowledge of and access to the record system and be allowed to obtain copies of their own records in a system of records unless an exemption has been approved by the Secretary of the Air Force, or if the records were created in anticipation of a civil action or proceeding.

9.2.2.5. Records that are in a system of records will be safeguarded and disclosed for any of the routine uses listed in AFDIR 37-144, *Air Force Privacy Act Systems of Records Notices*, unless they are exempted from disclosure.

9.2.2.6. Decisions to deny access or amendment to an individual's records must be reviewed by the access authority.

9.2.2.7. Records in a system of records will be kept the minimum time required to protect the rights and provide for the needs of the individual and the US Government.

9.2.3. **Privacy Act Request.** Privacy Act requests are considered personal and are not to be treated as official business. These requests come from individuals whose information about themselves is in a system of records or from their designated agents or guardians. Individuals must be US citizens or permanent resident aliens. The requests may cite or imply the Privacy Act to allow individuals access to their records. The records being requested should be reasonably described. For requests for "all records about me" ask for more information and tell the individual how to review AFDIR 37-144 or the Federal Register. A request for information that is not in a system of records is not processed under AFI 37-132.

9.2.4. **Judicial Sanctions.** The Privacy Act has both civil remedies and criminal penalties for violations.

9.2.4.1. **Civil Remedies.** Civil remedies allow individuals the right to file a civil suit against the Air Force for not complying with the Privacy Act. Only an agency may be sued in civil actions for refusal to grant access to a record; refusal to amend or correct a record; failure to maintain records that are accurate, relevant,

<b><u>TYPE OF COMPLAINT</u></b>	<b><u>REFERENCE</u></b>
(Civilians) Discrimination based on race, color, religion, gender, national origin, age, handicap, or other factors	AFI 36-1201
(Civilians) Complaint of conditions of employment and equal employment opportunity (personnel policies, and matters affecting working conditions)	Contact the civilian personnel office for advice on applicable procedures
(Civilians) Nonappropriated fund employee reprisal	IG, DoD
(Military or Family Members) Discrimination based on illegal treatment of a person or group based on race, color, national origin, age, religion, sex, or handicap.	AFI 36-2701
Administrative separations:	
Enlisted	AFI 36-3208
Officers	AFI 36-3206
Reserves	AFI 36-3209
Assignments (Reserves)	AFI 36-2115
Equal opportunity in off-base housing	AFPD 32-60
Landlord or tenant disputes	AFI 32-6001
Appeal of an officer evaluation report	AFI 36-2401
Appeal of an enlisted evaluation report	AFI 36-2401
Support of dependents	AFI 36-2908
Private indebtedness	AFI 36-2906
Suggestions	AFI 38-401
Changes to a publication	AFI 37-160V1
Punishment under Uniform Code of Military Justice (UCMJ)	AFI 51-202
Article 138, UCMJ (Complaint of Wrong)	AFI 51-904
Elimination from training	AETC instructions

**Figure 9.1. Complaints Handled Under Other Governing Directives.**

timely, and complete; and failure to comply with other provisions contained in the Privacy Act.

9.2.4.2. **Criminal Penalties.** Individuals may be found guilty of a misdemeanor and fined up to \$5,000 for willfully maintaining a system of records that has not met the public notice requirements, providing information from a system of records to someone who is not entitled to the information knowing that disclosure is prohibited, or obtaining the records belonging to someone else from a system under false pretenses.

9.2.5. **Privacy Act Statement (PAS).** Individuals who are asked to provide information about themselves that will go into a system of records must be provided a PAS. A PAS is not required if the information collected will not go into a system of records. A PAS is mandatory only if the information collected is required by law and failure to provide it could make the person liable to some specific penalty.

#### 9.2.6. **Social Security Number (SSN):**

9.2.6.1. The SSN is the only item of personal information mentioned in the Privacy Act. The intent of Congress was to restrict the use of the SSN as a universal identifier. When asking individuals for their SSNs, even if the SSNs will not go into a system of records, these individuals must be told of the statute or authority, and whether disclosure is mandatory or voluntary. However, individuals don't have to be told this information if the SSNs will be used for identification only or will be used to retrieve records already in existence. It is illegal to deny individuals any rights, benefits, or privileges provided by law just because they refuse to provide their SSNs. Exceptions would be if the SSN is required by law or was required by the laws and regulations for a system of records operated before 1 January 1975.

9.2.6.2. Disclosure is voluntary unless failure would result in a specific penalty that has been established by Federal statute, an Executive order, regulation, or a lawful order. Information will not be collected from individuals, nor will a system of records be maintained describing how individuals exercise their rights under the first amendment to the Constitution. Exceptions would be if expressly authorized by Federal law, expressly authorized by an individual, or the information is part of a law enforcement activity. First amendment rights include freedom of assembly, religion, speech, and the right to petition for redress of grievances.

9.2.7. **Maintaining System of Records.** Records on individuals that are being kept by the Air Force in a system of records must be accurate, relevant, timely, and as complete as possible so the Air Force can make fair and informed decisions about the individuals. Any

system of records being maintained by the Air Force must be authorized by law or Executive order and are controlled by an Air Force or lower echelon directive. A system of records maintained in the Air Force is needed so its mission or function can be accomplished. The system of records will be described in a system notice that is published in the Federal Register. Before operating a system of records, the Air Force must meet all public notice and report requirements and have submitted all required reports before issuing any request for proposal or invitation for bid for computer or communications systems and services to support a new or altered system.

9.2.8. **Personal Notes.** Personal notes are defined as memory aids that are maintained on individuals to be used in the performance of supervisory or other official functions. Personal notes are not subject to the provisions of the Privacy Act if they are never shared with others and an Air Force directive does not require their maintenance.

9.2.9. **Disclosing Records.** Disclosure is the transfer of information from a system of records by any means of communication to organizations or individuals other than the subject or an agent acting for the subject. Records that are in a system of records are property of the Air Force. Individuals who are responsible for protecting records within a system of records will not disclose any record to anyone other than to the subject except when ordered to do so by a court, or when the record is requested under the Freedom of Information Act (FOIA) and it is not exempted from disclosure under one of the nine FOIA exemptions (table 9.1). Transfer of any information is a disclosure even if it is within DoD. This includes any means of communications including notes and telephone conversations. Providing information from a system of records to a third party is considered a disclosure. Records in a system of records pertaining to an individual may be disclosed if the individual to whom the record belongs gives his or her prior written consent and if there is not a law that prohibits the disclosure.

9.2.10. **Disclosing Records Not Requiring Consent.** Records belonging to individuals may be disclosed without their consent if the records are needed by DoD officials and employees to perform their official duties. However, the use must be compatible with the purpose for which the records were created. Officials or employees do not have a right to the information by virtue of grade, position, or title. Consent is not required if information is released pursuant to an FOIA request. An exception would be if records are exempted under one or more of the nine FOIA exemptions (table 9.1). Records may be disclosed without consent of the individual, under the following circumstances:

<b>Table 9.1. Records That Are Exempted</b>			
<b>I T E M</b>	<b>A</b>	<b>B</b>	<b>C</b>
	<b>Records</b>	<b>5 U.S.C. 552 (b) Exemptions</b>	<b>AFI 37-131 Paragraph</b>
<b>1</b>	Classified	(1)	10.1
<b>2</b>	Internal rules, orders, manuals of investigators, inspections, auditors, examiners that reveal: negotiating and bargaining techniques, limitations and positions; inspection and auditing schedules and methods; personnel and administrative matters, such as examination questions and answers	(2)	10.2
<b>3</b>	Information authorized to be withheld by other statutes, such as patents, restricted data, and unclassified technical data with military or space application	(3)	10.3
<b>4</b>	Containing trade secrets and commercial or financial information obtained from a person outside the Air Force that is privileged or confidential	(4)	10.4
<b>5</b>	Intra-agency or interagency memorandums or letters that would not be routinely available to a party in litigation with the Air Force	(5)	10.5
<b>6</b>	Information in personnel and medical files and similar files which, if disclosed, would result in a clearly unwarranted invasion of personal privacy	(6)	10.6
<b>7</b>	Records or information compiled for law enforcement purposes	(7)	10.7
<b>8</b>	Reports prepared by or for agencies responsible for regulation/supervision of financial institutions	(8)	10.8
<b>9</b>	Geological and geophysical information and data pertaining to wells	(9)	10.9

**NOTE:** Exemptions cited in 5 U.S.C. 552 (b), as they relate to AFI 37-131, paragraph 10

9.2.10.1. For routine use. The Privacy Act requires each routine use be published in the Federal Register for each system of records. A disclosure for a routine use is always to agencies outside DoD.

9.2.10.2. To the Census Bureau to plan and carry out a census or survey.

9.2.10.3. For statistical use. A recipient must give advance, adequate written assurance that the record will be used solely for statistical research. The record will be sent in such a manner that the identity of the individual will not be disclosed through usual research methods.

9.2.10.4. To the National Archives. Records that require permanent retention due to their value or importance.

9.2.10.5. For a legitimate law enforcement activity. Records may be disclosed to any Federal, state, or local agency outside the DoD, or to any civil or criminal law enforcement activity that is authorized by law. A written request from the person in charge of the agency must provide the purpose and specify the record or part

needed. The request must be sent to the designated system manager. If a criminal violation is expected, it is permissible to disclose records to the law enforcement agency requesting them. Routine use for these records has already been published in the Federal Register and may be disclosed from all Air Force systems of records.

9.2.10.6. To protect the health or safety of an individual. Disclosure of records to another individual or agency is authorized under compelling circumstances that would have an affect on the health and safety of an individual. Records disclosed may be those of someone else, and not necessarily those pertaining to the individual who is in danger. For instance, records of several individuals could be disclosed to identify those individuals who are involved in a car accident. However, when records are disclosed this way, a notification must be sent to the individual's last known address.

9.2.10.7. To Congress. Records may be disclosed to either House or a committee of Congress pertaining to matters within their jurisdiction.

9.2.10.8. Under court order. Records may be given to a court of competent jurisdiction who has ordered that the records be disclosed. If the legal process will be made a matter of public record, efforts must be made to inform the individual to whom the records belong. The staff judge advocate (SJA) must be consulted in these matters.

9.2.10.9. To a consumer credit agency. This provision applies only to the Defense Finance and Accounting Service. Before making this type of disclosure, the SJA should be consulted.

9.2.10.10. To a congressional office. When acting upon a request from a constituent who is the subject of the record, a blanket routine use has been published as the authorization to disclose these records.

9.2.10.11. To the Comptroller General or any authorized representative on business of the General Accounting Office.

9.2.10.12. To a contractor who is operating a system of records under a contract to perform an Air Force function.

9.2.11. **Other Disclosures.** Requests for other disclosures not mentioned above must have the consent of the individual. There will be times when disclosing records will require the use of a “balancing test”—if the public interest outweighs the individual’s privacy interests. There is a public interest only when a disclosure of information sheds light on an agency’s performance of its statutory duties and it informs citizens about what their Government is doing.

9.2.12. **Amendment Requests.** Individuals have a right to ask the Air Force to amend records about them that are contained in a system of records. A record will be amended if the request seeks to change, delete, or add material to make the record more accurate, timely, relevant, and complete. Amendment requests that are subjective or involve a matter of opinion or interpretation will not be processed.

### 9.3. Personnel Information File (PIF):

9.3.1. Commanders and supervisors perform many personnel management functions requiring them to keep files on assigned personnel. AFI 36-2608, *Military Personnel Records System*, authorizes the use and maintenance of the “Commander’s or Supervisor’s Personnel Information Files,” commonly known as the PIF. Offices or levels of command make and keep them only where there is a need for them in the performance of day-to-day business. The PIF can include copies of documents which a typical office or unit personnel center

can justify in terms of need and relevance. Some examples of documents kept in a PIF are: separation actions, newcomers letters, line of duty determinations, assignment and sponsorship correspondence, local clearance actions, promotion actions, credit information, favorable or unfavorable correspondence counseling records, appointment schedules, and duty roster information. Custodians must keep the PIFs up-to-date and secured in a locked area or container to protect against misuse or unauthorized access.

9.3.2. Under the Privacy Act of 1974, a person who is the subject of the record may request access to this record at any time. Individuals have the right to review their PIF at any time and challenge or question the need for documents that are in the file. The contents are only available for routine use by the individuals or by offices for the purpose for which the Air Force created the records. Others may have access only when conducting “Official Business.”

9.3.3. The PIF is destroyed or given to the member upon separation, reassignment, or when no longer needed. On intracommand reassignment a losing commander may forward the PIF to the gaining commander.

### 9.4. Freedom of Information Act (FOIA):

9.4.1. Air Force policy, as it relates to the FOIA, is to provide the maximum amount of information available to the public. FOIA requests are written requests for records in the possession and control of the Air Force that are received from the general public, including military and civilian personnel acting as private citizens that either specifically cite or imply the FOIA. Air Force personnel must quickly assist requesters in directing FOIA requests to proper authorities. Ensuring the requests reach the appropriate office in a timely manner allows the disclosure authority to make a valid determination within the statutory time limits. The FOIA provides that any person has the right, enforceable in court, to federal records, unless records or parts of records are exempted from disclosure under one of the FOIA’s nine exemptions provided by law (table 9.1). Even if an exemption exists, records are made available to the public unless release would cause an identifiable harm. Records should not be withheld simply because they suggest administrative error or inefficiency or otherwise cause embarrassment to the Air Force or to an official of the Air Force.

9.4.2. The FOIA imposes mandatory time limits of 10 workdays for advising requesters of releasability determinations for requested records. The law permits an additional 10-workday extension in unusual circumstances specifically outlined in the FOIA. FOIA requesters fall into one of three categories which

determines fees assessed them, unless a fee waiver is appropriate:

9.4.2.1. Commercial Requesters--assessed search, review, and reproduction costs.

9.4.2.2. Noncommercial Scientific Institutions, Educational Institutions, and News Media--assessed only reproduction charges and provided the first 100 pages free.

9.4.2.3. Other Requesters--assessed search and reproduction charges and provided the first 2 hours search and 100 pages reproduction free.

NOTE: No charges are assessed any category of requester if the fees are \$15 or less.

9.4.3. Requesters have the right to appeal any denial or partial denial of records or fee waiver request, category determination, or no records response to the Office of the Secretary of the Air Force.

## **9.5. Social Actions and Substance Abuse Control Programs:**

9.5.1. **Social Actions Charter.** The Air Force Social Actions Program has undergone several structural changes since its inception, yet its charter remains the same. The primary objective of social actions is to improve mission effectiveness. Its mandate is to help commanders at all levels by conducting equal opportunity and treatment programs and teaching educational and prevention classes. Each Air Force installation has a social actions office to assist commanders.

### **9.5.2. Equal Opportunity and Treatment (EOT) Program:**

9.5.2.1. The Air Force Equal Opportunity and Treatment Program is designed to ensure that the Air Force equal opportunity policy against discrimination and sexual harassment is enforced. The program is a function of leadership and command, based on fairness, equity, and justice. The EOT program addresses the total spectrum of military service through the standards of equal opportunity, treatment, selection, and representation.

9.5.2.2. The Air Force uses statistics as a starting point. Each year, HQ AFMPC compiles reports on EOT trends, one of which is called the Military Equal Opportunity Assessment (MEOA) Report. The MEOA report assesses 10 areas of personnel management from accessions to involuntary separations and includes discrimination complaints.

### **9.5.3. EOT Policy.**

9.5.3.1. The DoD Human Goals Proclamation forms the basis for the military EOT program. It provides equal opportunity and treatment for all members irrespective of age, color, national origin, race, religion, sex, or handicap, except as prescribed by statute or policy. No amount of sexual harassment or discrimination of any kind will be tolerated.

9.5.3.2. The Air Force will conduct its affairs free from illegal discrimination and sexual harassment. It provides equal opportunity and treatment for all members irrespective of age, color, national origin, race, religion, sex, or handicap. The Air Force implements this policy to address inequalities or inconsistencies that adversely affect people due to discriminatory practices. It also ensures channels are available to air equal opportunity complaints without fear of reprisal.

9.5.4. **EOT Impacts the Mission.** The EOT staff, commanders, and supervisors at all levels must work together to address EOT problems, such as personal and systemic discrimination. The actual success of the EOT program depends upon commanders' and supervisors' abilities to perceive problems clearly, to understand feedback from workers, and to determine if discrimination or other human relations problems exist. Supervisors must be sensitive and alert to heightened levels of tension and polarization between individuals and groups. Supervisors must also be aware of contemporary social issues and trends because they ultimately impact work relations and mission effectiveness. Supervisors must understand that Air Force members are sworn to uphold the Constitution and must reject active participation in any group that supports supremacist causes or attempts to create illegal discrimination. Any activity that attempts to deprive individuals of their civil rights is incompatible with military service and must be dealt with accordingly.

### **9.5.5. EOT Complaint Procedures:**

9.5.5.1. The EOT staff encourages military members to try to resolve allegations of discrimination within their chain of command, and advises them of alternative complaint channels. However, when individuals cannot solve problems of discrimination within their units, they have the right to seek assistance from social actions without fear of reprisal. The EOT staff ensures complaints of reprisal are referred to the Inspector General (IG).

9.5.5.2. An EOT staff member will objectively attempt to determine what has occurred or what the individual perceives to have occurred. If the EOT staff concludes there is inadequate information to support the discrimination allegation, the complainant is so advised. If the complaint does not fall within the purview of

AFI 36-2701, *Social Actions Program*, the EOT staff may refer the member to the SJA; housing referral office; morale, welfare, recreation, and services office; or another referral agency.

9.5.5.3. If the complaint does fall within the purview of AFI 36-2701, the individual will be asked to prepare a detailed statement citing specific allegations of discrimination. The EOT staff will inform the complainant's commander and alleged offender's commander that a complaint has been filed. Social actions will keep complainants informed about the status of their complaint at each step of the process. EOT case files are "For Official Use Only." Case files are released under the provisions of the FOIA and the Privacy Act of 1974.

9.5.6. **Complaint Clarification.** The EOT staff accomplishes a complaint clarification to determine if there is sufficient information to support commander's actions, or recommends formal inquiry or investigation based on reasonable probability. The complaint clarification process:

- Determines no action is necessary,
- Recommends appropriate action to the wing commander or equivalent or the unit commander when necessary, or
- Determines after review by the staff judge advocate officials and EOT personnel that the severity or complexity of the alleged violation requires a formal inquiry or investigation by the IG.

9.5.7. **Inquiry or Investigation.** Once it is determined that an inquiry or investigation is warranted, the case is referred to the installation IG. The appointing authority, wing commander or equivalent, appoints an inquiry officer to conduct an inquiry according to AFI 90-301, *Inspector General Complaints* (formerly AFR 120-3). EOT personnel then serve as technical assistants to the inquiry or investigating officer. The appropriateness of an inquiry versus an investigation is determined by the complexity and seriousness of the issues. Normally, inquiries are conducted when the matter is less complex and less serious and can be resolved through normal staff action. When an investigation or inquiry substantiates or partially substantiates that discrimination has taken place, the commander must take measures to end it. Discrimination need not be confirmed for the commander to take action to eliminate behavior that is detrimental to the organization. An effective manager is alert to signs of discrimination and seeks to resolve the problem before it escalates.

## 9.5.8. **Equal Opportunity and Treatment Education:**

9.5.8.1. The goal of education is to provide awareness and knowledge about EOT to achieve both mission accomplishment and the efficient use of Air Force human resources. EOT education is a continuous process throughout a member's Air Force career. Members receive EOT training the moment they enter the Air Force until they retire or separate. To have a positive effect, supervisors must develop an awareness of their backgrounds, values, goals, and needs. Managers are also encouraged to develop positive interpersonal skills and have knowledge of factors that detract from positive human relations, such as prejudice, stereotyping, ethnocentrism, racism, sexism, sexual harassment, and discrimination.

9.5.8.2. The social actions program changed over the course of time. The original objective of the Race Relations Education Program in the 1970's was to increase awareness and focus attention on race discrimination issues to eliminate tension, unrest, and violence. In the mid-1970's, the objective broadened to encompass meaningful human relations education at key career points for military personnel and civilian employees. During the 1980's, the Air Force focused attention on the issue of sexual harassment and required all active duty members to attend classes on sexual harassment prevention. In the 1990's, the Air Force continues to provide education on discrimination and sexual harassment prevention with emphasis to train the total force.

9.5.9. **Discrimination:** The illegal treatment of a person or group based on age, color, national origin, race, religion, sex, or handicap.

9.5.9.1. **Categories of Discrimination:** Discrimination is a broad term and includes different types of discrimination. Discrimination, no matter the type, degrades human beings, negatively impacts the mission, and violates Air Force policy.

9.5.9.1.1. **Personal Discrimination.** Personal discrimination is any action taken by an individual to deprive a person or group of people a right or equal treatment because of race, color, religion, gender, national origin, age, handicap, or other factors. This action may be overt, covert, intentional, or unintentional. Personal discrimination can be expressed in many ways (for example, the use of disparaging terms and sexual harassment).

9.5.9.1.1.1. **Disparaging Terms.** These are terms used to degrade or infer negative statements pertaining to age, color, national origin, race, religion, handicap, or sex. Such terms include insults, printed material, visual

material, signs, symbols, posters, or insignia. The use of such terms constitutes discrimination.

#### 9.5.9.1.1.2. *Sexual Harassment:*

9.5.9.1.1.2.1. The Air Force definition of sexual harassment was updated on 22 Aug 94 and now categorizes sexual harassment as:

9.5.9.1.1.2.1.1. A form of sex discrimination that involves unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when:

- Submission to such conduct is made either explicitly or implicitly a term or condition of a person's job, pay, or career.
- Submission to or rejection of such conduct by a person is used as a basis for career or employment decisions affecting that person.
- Such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creates an intimidating, hostile, or offensive working environment.

9.5.9.1.1.2.1.2. The above definition emphasizes that workplace conduct, to be actionable as "abusive work environment" harassment, need not result in concrete psychological harm to the victim, but rather need only be so severe or pervasive that a reasonable person would perceive, and the victim does perceive, the work environment as hostile or abusive.

9.5.9.1.1.2.1.3. Workplace is an expansive term for military members and may include conduct on or off duty, 24 hours a day.

9.5.9.1.1.2.1.4. Any person in a supervisory or command position who uses or condones any form of sexual behavior to control, influence, or affect the career, pay, or job of a military member or civilian employee.

9.5.9.1.1.2.1.5. Any military member or civilian employee who makes deliberate or repeated unwelcome verbal comments, gestures, or physical contact of a sexual nature in the workplace is also engaging in sexual harassment.

9.5.9.1.1.2.2. Sexual harassment has a negative impact on productivity and mission accomplishment and affects the well-being and personal security of our people. From 1989 to 1991, Air Force social actions offices handled 976 formal complaints, of which 667 (68 percent) were substantiated. The following two years, 1992 and 1993, social actions handled 1209 formal complaints, resulting

in a total of 851 (70 percent) substantiated. These cases of substantiated sexual harassment have a negative impact on the victim and unit cohesiveness, which often disrupts the work environment. Commanders and supervisors can reduce sexual harassment in their units by demonstrating, through policy and example, that sexual harassment is unacceptable. Leadership's position must be clear—discrimination and sexual harassment in today's Air Force is prohibited.

9.5.9.1.2. *Institutional (Systemic) Discrimination.* This type of discrimination involves action by an institution (or system) that, through its policies and procedures, conducts illegal treatment of a person or group based on age, color, national origin, race, religion, sex, or handicap.

#### 9.5.10. **Equal Opportunity and Treatment Incidents.**

Sometimes discriminatory behavior may escalate into an EOT incident. An EOT incident is an overt, damaging act directed toward an individual, group, or an institution which is motivated by or has overtones based on race, color, religion, sex, national origin, age, or handicap. The Air Force categorizes these incidents into three levels based on degree of seriousness: minor, serious, and major. The basis for the incident categories includes, number of participants, extent of physical injuries, or property damage. EOT incidents may involve:

- Racial/sexist slurs or physical assault.
- Damage to government or private property.

Large group presentation of demand or defiance of authority (dissident and protest activities).

- Active participation by organizations that attempt to deny the civil rights of individuals or groups (supremacist or anti-civil rights groups).

#### 9.5.11. **Your Role in Preventing Discrimination:**

9.5.11.1. *Establish the Proper Atmosphere in Your Work Center.* EOT problems can be avoided if the atmosphere remains professional. Supervisors set a tone of positive rapport within the work center. If sexual, racial, or ethnic slurs or jokes are permitted within the work center or where we live, sooner or later we can expect a human relations problem. There's a proverb that says: "The one who uses insults against another may think that they are written in sand, but to the one who receives the insults they are carved in stone." The use of disparaging terms can have a devastating and long-lasting impact. Subordinates must trust us. If subordinates now see that supervisors are consistent and congruent in their words and actions, sensitive to human

relations issues and support Air Force standards, they will bring their concerns to their supervisors first.

9.5.11.2. **Establish Your Policy.** Ensure the people you supervise know that discrimination and sexual harassment will not be tolerated. Also, ensure military members know that they are responsible for the conduct of their family members. It must be your policy, not because the Air Force requires it, but because you believe in the principles behind the policy.

9.5.11.3. **Talk with Subordinates on a Regular Basis.** Establish a rapport that fosters positive human relations and be sensitive to the symptoms of increased tension in the workplace, such as requests for transfers, increased absentee problems, and requests for shift changes. The bottom line is to take steps to correct “small” problems before they become “large” problems. Over the years, things have improved, but we still have room for improvement. As an Air Force NCO, you are charged with helping make the Air Force what it should be for all of its members.

9.5.12. **Substance Abuse (SA) Control Program.** The SA Control Program functions on behalf of the entire Air Force community. The program’s goals are designed to prevent SA among Air Force personnel and their family members and to keep the adverse consequences to a minimum should abuse occur. (The Air Force SA Control Program is covered in greater depth in chapter 8, Standards of Conduct.)

#### 9.5.13. **Conclusion:**

9.5.13.1. Paragraph 9.5 has presented the role that the EOT and SA programs play within the Air Force’s mission. It pointed out that successful mission accomplishment involves many issues. In the words of General Lew Allen, Jr., former Air Force Chief of Staff:

*“...Management of Air Force personnel resources is a dynamic, complex business which demands the interest and concern of everyone in the total force: active military, civilian, and reserves. In this era of...social change, effective personnel and social actions management can be achieved only through well thought-out policies, programs, and actions that are visible and are clearly defined, communicated, and understood throughout the force....”*

9.5.13.2. In essence, the key point for every NCO to grasp is that you will eliminate many negative affects on the mission when you eliminate (or at least neutralize)

poor human relations, discrimination, and SA.

## 9.6. **Air Force Board for Correction of Military Records (AFBCMR):**

9.6.1. The AFBCMR’s authority, jurisdiction, and policy are explained in AFR 31-3, *Air Force Board for Correction of Military Records* (projected to be AFI 36-2603). AFP 31-5 is an applicant’s guide for the AFBCMR.

9.6.2. The AFBCMR is the highest level of administrative review. It is a powerful yet simple system for correction of military records; and, unless procured by fraud, its decision is final and binding on all Air Force official and other government agencies.

9.6.3. Any part of a military record may be corrected: EPRs may be voided, upgraded, or rewritten; discharges and reenlistment eligibility codes may be upgraded; benefit elections may be changed; leave may be credited; Article 15 actions may be voided; reinstatement into the Air Force may be achieved, and so on. Records may be changed, voided, or created as necessary to correct an error or injustice, and applicable monetary benefits are recomputed based on the records changed.

9.6.4. Other administrative remedies must be exhausted before applying to the AFBCMR. Applications will be returned if the applicant has not sought relief through the appropriate administrative process. For example, EPR appeals must first be submitted under the provisions of AFI 36-2401, *Correcting Officer and Enlisted Evaluation Reports* (formerly AFR 31-11).

9.6.5. Application to the AFBCMR is a simple process. Approval of the application by the AFBCMR, however, depends on all the facts and circumstances of the case and how well the request is supported. Except in those rare cases where a personal appearance is granted and testimony is taken, the AFBCMR bases its decision on the evidence contained in the case file. This normally consists of the military record, an advisory opinion from the Air Force office of primary responsibility, statements, arguments, and records which the applicant provides. Substantial evidence must be provided to support a contention that the applicant suffered an error or injustice. The type and extent of evidence necessary to support the case will depend on the nature of the request.

9.6.6. Most cases are considered in closed session by a panel of three members of the AFBCMR. Applicants may request a personal appearance before the

AFBCMR; but a personal appearance is not a statutory right, and few are granted. Board members decide whether an error or injustice exists in each case, and they vote to grant, partially grant, or deny on that basis. They have few constraints except their own innate sense of right and wrong. (One notable exception: By statute, the AFBCMR does not have the authority to change the verdict of a court-martial.) Although, final authority is retained by the Secretary of the Air Force or designee, the recommendation of the panel is normally accepted and the final decision issued.

9.6.7. Requests for reconsideration of a decision apply only if the applicant can provide newly discovered relevant evidence which was not reasonably available when the original application was submitted. The AFBCMR decides whether a case will be reconsidered and, if so, whether the case will be granted or again denied.

9.6.8. At least 9 months are required to process a case. Records must be obtained, the OPR must analyze the case and prepare an advisory opinion, the applicant must be given time to review and respond to the advisory opinion, and the AFBCMR must consider the case and issue a decision. Finally, the records themselves must be corrected, if appropriate. It is a lengthy process, but each step is necessary to ensure a reasoned decision.

## **9.7. Air Force Discharge Review Board (AFDRB):**

9.7.1. The AFDRB authority, jurisdiction, and policy are explained in AFR 20-10, *Air Force Discharge Review Board* (projected to be AFI 36-3201). The AFDRB affords former members of the Air Force an opportunity to request review of their discharge (except for a discharge or dismissal by general court-martial). The objective of a discharge review is to examine an applicant's administrative discharge and to change either the characterization of service, the reason for discharge, or both, based on standards of propriety or equity. Bad conduct discharges, given as a result of a special court-martial, may be upgraded only on the basis of clemency.

9.7.2. Before November 1975, the AFDRB conducted reviews only in Washington DC. Since then, a traveling board concept was added to conduct regional hearings throughout the United States for applicants who wish to personally present their cases to the AFDRB (approximately one-third of the total cases). Reviews are conducted in one of three ways at the applicant's option: (1) the applicant personally appears before the board with or without counsel, (2) counsel appears on the applicant's behalf, or (3) the board reviews the case based on documentation in the military record and any additional evidence provided by the applicant. AFDRB procedures

allow the applicant latitude in presenting evidence, witnesses, and testimony in support of his or her case.

9.7.3. Separating members are briefed at the time of their discharge about the AFDRB process by the military personnel flight and are provided with a Discharge Review Fact Sheet AFI 36-3202, *Separation Documents*, (formerly AFR 35-6) and an application (DD Form 293) to apply through HQ AFMPC to the AFDRB. Some common misperceptions among applicants, in spite of these briefings, include:

- General discharges under honorable conditions are automatically upgraded to fully honorable after 6 months.
- The military will pay travel expenses to AFDRB hearing sites.
- The military will bear the cost of private counsel.

9.7.4. Members may engage counsel at their own expense; however, there are a number of organizations that provide counsel at no cost or a representative to assist applicants. These include national service organizations such as the American Legion, Disabled American Veterans, and Veterans of Foreign Wars, among others. Nearly 1,000 applications are processed by the AFDRB each year.

## **9.8. Article 138, UCMJ, Complaints:**

9.8.1. The UCMJ, Article 138, is another provision for protecting individuals' rights. Members of the Armed Forces who believe they have been wronged by their commanding officers may request redress under the provisions of Article 138.

9.8.2. Before filing an Article 138 complaint, the member must apply in writing to the commander alleged to have committed the injustice. The member should attach a copy of all supporting documentation and clearly state the redress requested. This gives the commander the opportunity to reconsider the previous decision. The commander is required to send a written response to the member. If the commander denies the requested redress or takes no action, the member may file a written complaint under Article 138. This complaint may be filed directly with the officer exercising general court-martial (GCM) jurisdiction over that commander, or with any superior commissioned officer for required forwarding to the officer exercising such jurisdiction. A member should consult AFI 51-904, *Complaints of Wrong Under Article 138, Uniform Code of Military Justice* (formerly AFR 110-19) for filing procedures.

9.8.3. A member may use Article 138 when a discretionary act or failure to act by a commander adversely affects the member personally. Examples include acts that violate law or regulation; those that exceed the legitimate authority of the commander; ones that are arbitrary, capricious, or an abuse of discretion; or those that clearly apply administrative standards unfairly. However, the Article 138 complaint system will not provide redress for the following types of complaints: acts or omissions which were not initiated, or concurred in, by the member's commander (against whom the complaint is lodged); complaints regarding military discipline under the UCMJ, including nonjudicial punishment under Article 15 (other appeal systems are provided); complaints that seek disciplinary action against another member; and complaints against an officer exercising GCM jurisdiction for failure to grant Article 138 redress.

9.8.4. When an officer exercising GCM jurisdiction receives a properly submitted Article 138 complaint, the officer must conduct or direct any further investigation, as deemed appropriate, and then, based on the resulting facts, decide what action to take. The officer must inform the member, in writing, if redress is granted or denied and to what degree. If the complaint concerns an area which cannot be resolved through the Article 138 process, the officer exercising GCM jurisdiction may refer the member to other more appropriate complaint channels for possible resolution. After responding to the member, the officer exercising GCM jurisdiction must forward one complete copy of the Article 138 complaint file to the General Law Division of the Air Force Legal Services Agency for review by the Secretary of the Air Force.

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## Chapter 10

### STANDARDS OF APPEARANCE

**10.1. Personal Appearance.** The military uniform developed slowly into what we wear today. During this evolution, uniform design has changed from one of many devices to one that is very plain. The present Air Force uniform with its authorized badges, insignia, and devices is plain, yet distinctive. AFI 36-2903, *Dress and Personal Appearance of Air Force Personnel* (formerly AFR 35-10) contains a description of each item of the military uniform and prescribes the manner in which it is worn. Stay aware of current changes to ensure your uniform meets the proper standards. Never hesitate to correct others who violate uniform standards--the image of the Air Force depends on you!

**10.2. Your Responsibilities.** As an Air Force member, you should be proud of the uniform you wear. Display pride and respect for the uniform by investing your time, money, and effort necessary to wear it correctly. It's your responsibility to maintain a complete clothing issue in serviceable condition at all times. You're paid a clothing replacement allowance annually (on the anniversary of your enlistment) which enables you to maintain proper uniform appearance standards. This allowance is based on the average wear-out rate and approximate replacement cost of uniform clothing items. The Air Force doesn't provide this clothing allowance to pay for the cost of cleaning your uniforms. That's your responsibility!

#### 10.3. General Wear of the Uniform:

10.3.1. The installation commander may require you to wear specific uniforms or uniform items when performing regular duties, as well as when participating in formations and ceremonies. Commanders may also prescribe the wear of optional uniform items if the Air Force provides such items to you at no cost. You may wear other authorized optional items if you obtain them at your own expense.

10.3.2. When you perform duty at stations other than your own, you must comply with the uniform policies of the installation. This may include your civilian clothing, as well as your military uniform. It's your responsibility to contact the base you'll be visiting to determine the uniform and clothing policies at that installation.

10.3.3. If you attend a special military function, either social or official, you must wear the service dress uniform unless otherwise specified. Unless civilian dress is mandatory or the host or hostess requests civilian dress, you should wear the appropriate uniform to demonstrate pride and to bring credit to the Air Force. Most military social functions that are not of a purely personal nature meet this condition. If you receive a written invitation that doesn't specify the clothing you should wear, ask the host organization's point of contact for that information.

**10.4. Restrictions on Wear of the Uniform.** The Air

Force approves of and encourages members to wear their uniforms as much as possible, but there are certain restrictions. The purpose of these restrictions is to protect the Air Force from disgrace and to maintain the Air Force's good public image. You can't wear the uniform when you are participating in or attending activities such as public speeches, interviews, picket lines, marches, rallies, or any public demonstration (including those pertaining to civil rights) not approved by the Air Force. Wearing the uniform may imply the Air Force endorses these activities. And, of course, you can't wear your uniform during, or in connection with, private employment or commercial interests. This may cause people to think the Air Force officially sponsors or endorses them.

**10.5. Wear of Work Clothing.** Based on duty requirements, such as aircrew, cook, or hospital attendant, the installation commander prescribes the wear of functional, organizational, and special purpose clothing. Functional clothing is defined as items of clothing designed for specific duties and issued through the Table of Allowance 016. Examples are parkas, protective footwear, specialized flight clothing, coveralls, and so forth. Members may wear functional clothing items only when performing the unit's special duties. Some functional clothing items may be worn with civilian clothing, but only when approved by the Air Force Chief of Staff, and then specifically authorized by the MAJCOM as an installation supplement to AFI 362903. Members wearing functional clothing and equipment will meet the established standards of neatness, cleanliness, safety, and military image. Smocks, coveralls, and similar functional clothing will not be worn outside the immediate work area. Optional wear of headgear in work areas is subject to any restrictions imposed by the installation commander. You must wear appropriate headgear outdoors when away from your work area. This policy doesn't apply to the wear of required safety headgear.

## **10.6. Appearance—General:**

10.6.1. As stated previously, the standards for wearing the uniform consist of four elements: neatness, cleanliness, safety, and military image. A very important aspect of military appearance is military image, since other people, both military and civilian, draw conclusions about you and the Air Force when they see you. The uniform standards in AFI 36-2903 are influenced to some extent by military tradition, and they reflect the image the Air Force intends to project to the civilian community. Protective items are sometimes authorized in the interest of safety. AFI 36-2903 provides guidance as to when protective items may be worn. As an NCO, it's your responsibility to comply with AFI 36-2903 and to ensure other military members do the same. When you

wear the uniform, you're responsible for displaying a neat, clean, and professional military image. Your uniform is your personal property, and it's your responsibility to keep it clean, pressed, and in good condition at all times. You're also responsible for knowing and properly wearing only authorized uniform combinations and ribbons, insignia, and other uniform items according to AFI 36-2903.

10.6.2. Articles such as wallets, pencils, pens, watch chains, pins, checkbooks, handkerchiefs, and combs must be concealed. However, parts of pens and pencils may be exposed when carried in the compartment of the left shirt pocket of the battle dress uniform. Keep your shoes shined and in good repair. Keep badges, insignia, beltbuckles, and other metallic devices clean and free of scratches and corrosion. You should keep ribbons clean and replace them when they become worn, frayed, or faded.

10.6.3. You may not wear ornaments on the head, visible ornaments around the neck, or ornamentation on eyeglass lenses or frames while on duty or in uniform. You may, however, wear a wristwatch and rings, but you may wear no more than three rings at any one time. You may also wear a wrist bracelet if it's neat and conservative, not wider than 1 inch, and doesn't subject you to potential injury. You may wear conservative sunglasses and photosensitive eyeglasses with lenses that darken when exposed to sunlight while out of doors. When in military formation, only conservative, clear, slightly tinted, or photosensitive lenses (which are not extremely dark) may be worn. Sunglasses or photosensitive eyeglasses which project extremely dark lenses under normal room light indoors are not authorized, unless medically required and noted in your medical records. You may, however, wear slightly tinted eyeglasses which are practically clear under normal room light indoors.

## **10.7. Appearance—Men:**

10.7.1. **Hair.** Men will not wear their hair in extreme or fad styles or in such a way that exceeds length or bulk standards or violates safety requirements. Hair must be clean, well groomed, and neat and must not contain excessive amounts of grooming aids such as greasy creams, oils, and sprays that remain visible in the hair. It can't touch the ears or eyebrows when groomed, and only the closely cut or shaved hair on the back of the neck may touch the collar. Hair will not exceed 1¼ inches in bulk, regardless of length. Bulk is the distance that the hair projects from the scalp when groomed (as opposed to the length of the hair). Hair must have a tapered appearance on both sides and back, both with and without headgear. A tapered appearance means that, when viewed from any angle, the outline of the hair on

the side and back must conform generally to the shape of the skull, curving inward to the termination point. The bulk of hair at the termination point must not exceed ¼ inch. This doesn't mean that the hair must taper off gradually in length from the top of the skull to the termination point, although this is necessary to some degree to give a tapered appearance. The block cut in the back is permitted as long as a tapered appearance is kept. Properly fitted headgear must grip the hair to remain in place, and hair may not protrude in front, below the band of headgear. Hair will not contain or have any visible foreign items attached to it. The hair should look natural, if dyed, and not be of an unusual color or contrast with natural coloring.

**10.7.2. Wigs and Hairpieces.** Male personnel must have their medical records documented to wear wigs or hairpieces to cover natural baldness or disfigurement. If worn, they will not exceed the prescribed limits for natural hair, must be of good quality and fit, present a natural appearance, and must not interfere with performance of duty. Personnel working in flight operations or on the flight line are not authorized to wear wigs or hairpieces.

#### **10.7.3. Sideburns, Mustaches, and Beards:**

**10.7.3.1.** Sideburns, when worn, must be neatly trimmed and tapered in the same manner as the haircut. They must be straight and of even width (not flared) and end in a clean-shaven horizontal line. They will not extend below the lowest part of the exterior ear opening. Mustaches, if worn, will not extend downward beyond the lipline of the upper lip or extend sideways beyond a vertical line drawn upward from the corner of the mouth.

**10.7.3.2.** Men will not wear beards except when a commander authorizes it on the advice of a medical officer for health reasons. If a shaving waiver is authorized, facial hair must be kept trimmed so it does not exceed ¼ inch in length. Commanders and supervisors must monitor progress in treatment to control shaving waivers.

### **10.8. Appearance—Women:**

**10.8.1. Cosmetics and Hair.** Cosmetics must be conservative and in good taste. Women must style their hair to present a professional appearance. Hair will not be worn in an extreme or fad style or violate safety requirements. If hair is dyed, it should look natural and not be an unusual color or contrast with natural coloring.

The length of a woman's hair can't extend below the bottom edge of the collar. Hairstyles must allow proper wear of headgear and will not exceed 3 inches in bulk. Hair will not touch the eyebrows or protrude below the front band of properly worn headgear. *Exception:* Hair may protrude in front of the flight cap. Women may wear plain hairpins, combs, and barrettes that are similar to their hair color to keep their hair in place. Wigs or hairpieces must conform to the standards stated for natural hair and are subject to the applicable standards cited for males in the preceding section.

**10.8.2. Jewelry.** Women may wear small conservative diamond, gold, white pearl, or silver spherical pierced or clip earrings with all uniforms, except when safety considerations dictate otherwise. When worn, earrings will fit tightly against the ear and not extend below the ear lobe. (The band connecting nonpierced earrings may extend slightly below the ear lobe.) In addition, women who have just pierced their ears may wear small, plain healing posts with all uniforms as long as their wear does not violate the work center's safety rules.

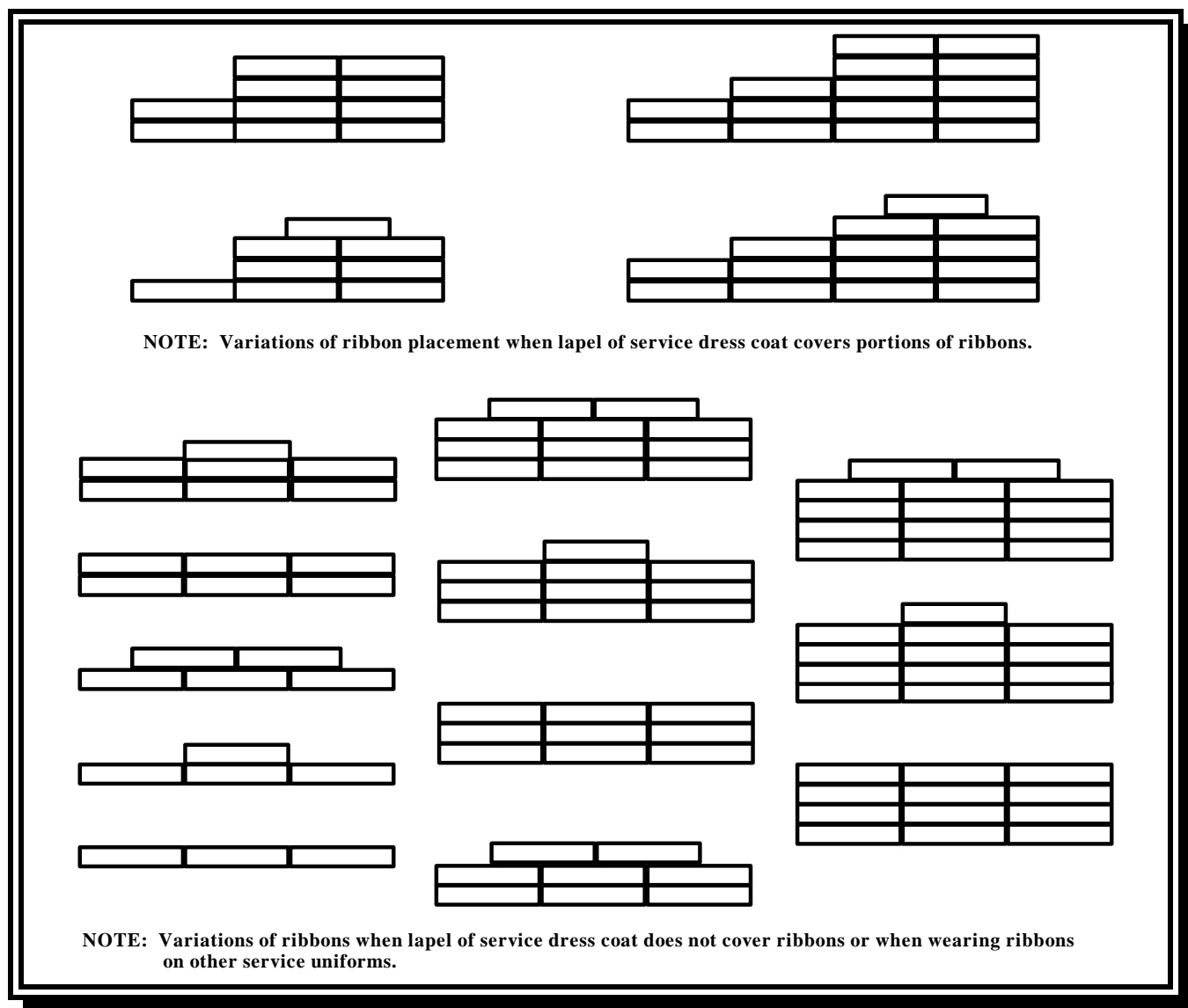
#### **10.8.3. Uniform Standards:**

**10.8.3.1.** Uniform skirt lengths must be in keeping with the requirements of good taste and fashion but with due regard to the dignity of the Air Force uniform. Skirts should hang naturally and not be excessively tight. Skirt length must not be shorter than the top of the kneecap or longer than the bottom of the kneecap.

**10.8.3.2.** Hosiery must be a commercial sheer, nylon hose in a neutral, dark brown, black or off-black, or dark blue shade that complements the uniform and the individual's skin tone. When white shoes are worn by medical personnel, white hose may be worn. Hose will always be worn with the skirt.

### **10.9. Wear of Uniform Accouterments:**

**10.9.1. Awards and Decorations.** Only authorized awards and decorations are worn, and then only on specific uniforms and civilian attire. With the exception of the Medal of Honor (neck decoration) and foreign decorations, all medals and ribbons worn at the same time must be the same size--either miniature or regular. Awards and decorations are not worn on the overcoat, topcoat, raincoat, lightweight blue jacket, or sweater. Ribbons will not have a visible, protective coating.



**Figure 10.1. Various Arrangements of Ribbons.**

10.9.1.1. **Number of Ribbons Worn.** All Air Force members may now wear all, some, or none on all uniform combinations where ribbons are authorized. *Exception:* All or some are worn on the service dress coat.

10.9.1.2. **Arrangement of Ribbons.** Ribbons and medals must be arranged in the order of precedence. The ribbon or medal with the highest precedence must be nearest to the lapel on the top row; other ribbons or medals will follow from the wearer's right to left. Figure 10.1 shows various arrangements for wearing ribbons, and table 10.1 tells how to arrange ribbons on the service dress uniforms. Refer to table 10.2 when determining the placement of medals on the dress coat or jacket.

10.9.2. **Badges.** A maximum of four earned badges may be worn on service uniforms. All badges except the duty badge can be worn on the left side of uniform above the ribbons or pocket if ribbons are not worn (wear a maximum of two, any combination--your choice). Center badge ½ inch above top row of ribbons. If ribbons are not worn, center ½ inch above the pocket or relative position if there is no pocket. Center additional badge ½ inch above the first one. If more than one badge is worn, wear the badge with the highest precedence in the top position. There is no change to badge locations on the old service dress coat or the light blue shirt/blouse. (**NOTE:** Missile badge may be worn as one of the

Table 10.1. Arrangement of Ribbons on Service Uniforms.					
	A	B	C	D	E
R U L E	If the number of ribbons authorized is	and the service coat is worn and the lapel (note 2)		and the size of the ribbon worn is	then see notes and wear ribbons in
		covers portions of the ribbons	does not covers portions of the ribbons		
1	1, 2, 3, or 4		X	regular	a single row.
2	4 thru 8	X			multiples of three or four, centering any remaining ribbons on the top row.
3	4 thru 9	X			
4	7 thru 9	X			multiples of three or four in two bottom rows; but to prevent coat lapel from covering ribbons, each row thereafter may contain less than three, with the top row centered over the row immediately below.
5	10 or more		X		
6	10 or more		X		multiples of three or four, with any remaining ribbons centered over the row immediately below.
7	1 thru 6		X	miniature (note 3)	a single row.
8	1 thru 12		X		multiples of six with remaining ribbons centered over the row immediately below.
9	7 or more		X		
10	13 or more		X		multiples of six in two bottom rows; but to prevent coat lapels from covering ribbons, each additional row may contain less than six with the top row centered over the row immediately below.

**NOTES:**

1. There is no space between the rows of ribbons.
2. The lapel of the service coat may cover a portion of the ribbons and badges.
3. Women are authorized to wear in multiples of four or six.

<b>Table 10.2. Placement of Medals on Dress Coat or Jacket (See notes)</b>		
	<b>A</b>	<b>B</b>
<b>R U L E</b>	<b>If the attire is</b>	<b>then miniature medals are worn parallel to the ground on left side of coat or jacket</b>
<b>1</b>	mess dress jacket (blue) (men and women)	with miniature medal(s) centered between lapel and arm seam and midway between top shoulder seam and top button of jacket.
<b>2</b>	civilian evening dress (men)	with the top of the suspension ribbon of the top row aligned with (not above) the top of the pocket.
<b>3</b>	civilian “black tie”	with the holding bar of the bottom row of medals centered immediately above the pocket; pocket handkerchief is not worn.

**NOTES:**

1. The Medal of Honor is worn in regular size only, from the neckband ribbon. The ribbon is placed around the neck outside the shirt collar and inside the coat collar. Authorized foreign neck decorations are worn beneath the Medal of Honor.

2. Wear of miniature medals is designed for a mounting bar. A maximum of four miniature medals may be worn horizontally on a mounting bar. The second row of medals will be stacked upward so the medal device of the medal covers a portion of the ribbon on the row below. Remaining rows will be stacked upward in the same manner as the second row and may contain less than four medals. The top row of medals will be centered over the row immediately below. The medal with the highest precedence is worn on the top row nearest the lapel.

four badges. There is no change in its placement).

10.9.2.1. **Left side of uniform below the pocket.** Wear only one duty/miscellaneous badge. Center 1½ inch below the top of the welt pocket on the new service dress coat. There is no change to the location on the old service dress coat or the light blue shirt/blouse.

10.9.2.2. **Right side of uniform.** Wear only one duty/miscellaneous badge, with bottom edge of badge parallel to top of welt pocket on new service dress coat. On the old service dress coat, men: center below pocket flap; women: center ½ inch above name tag. There is no change to the location on the light blue shirt/blouse. (**NOTE:** The duty badge may be worn after an individual leaves the organization if authorized by the awarding authority (for example, Office of the Joint Chiefs of Staff and the Office of the Secretary of Defense).

10.9.3. **New Enlisted Chevrons.** New chevrons must be worn on the new service dress coat. New chevrons may be worn on the old service dress coat. Either style chevron is appropriate for all other uniform combinations.

10.9.4. **U. S. Insignia.** Everyone, officers and enlisted, will wear the same design on both service dress coats--the highly polished insignia without the circle. As with the old uniform, align the bottom of the insignia halfway up the seam of the collar, resting on but not over, and horizontal with the ground.

10.10. **Air Force Weight and Fitness Programs.** NCOs must meet the fitness and body fat percentage standards established by the Air Force. Supervisors are also responsible for ensuring workers meet these standards. The Air Force has designed programs for both fitness and body fat maintenance to aid members in meeting their responsibilities. In this section, we will discuss these programs.

10.10.1. **Air Force Weight Management Program (WMP):**

10.10.1.1. The Air Force is concerned about the body fat percentage of its members for a couple of very good reasons. First, the American public and its elected representatives form opinions of the Air Force based

upon the appearance of its members. If military personnel look obese and out of shape, naturally the public's perception of the Air Force will not be good. Even more importantly, the National Institutes of Health (NIH) reports obesity as a dangerous health risk. The NIH reported obesity is as lethal as high blood pressure or smoking and causes heart attacks, strokes, diabetes, and cancer. A proper diet and reasonable exercise program will enable a member to maintain a body fat percentage within Air Force standards. Therefore, maintaining one's body fat percentage within established standards becomes a vital part of the Air Force peacetime preparation for combat readiness.

10.10.1.2. AFI 40-502, *The Weight Management Program* (formerly AFR 35-11) establishes body fat percentage standards for active duty, Air National Guard (ANG), and Reserve forces personnel, defines body fat management as an individual responsibility, and prescribes the WMP. The body fat standards in AFI 40-502 are by no means considered ideal but, rather, maximum allowable body fat percentages.

10.10.1.3. Personnel who exceed these standards are entered into the WMP. The WMP is a positive rehabilitative program designed to encourage behavior modification through education, counseling, and command and supervisor emphasis. The WMP consists of two phases: Phase I is the active weight loss period during which individuals are expected to meet established standards. During this phase, personnel are measured for both body fat and weight on a monthly basis. Satisfactory progress is based on a 1-percent body fat reduction or 3-pound weight loss for women and a 5-pound weight loss for men. Individuals entered into phase I are medically evaluated, receive diet counseling, and must participate in a 90-day exercise program. Once individuals meet their established body fat standard, they are entered in phase II of the WMP. During phase II, individuals are still measured on a monthly basis for 6 consecutive months. Upon successful completion of phase II (maintaining body fat percentage at or below standards for the 6-month period), individuals are entered into the 1-year probation period. During the probation period, commanders are not required to measure individuals on a monthly basis; however, the commander can measure individuals at any time. The probation period is designed to ensure personnel adopt a long-term lifestyle change that promotes proper body fat management and good health.

#### 10.11. Air Force Fitness Program:

10.11.1. The Air Force encourages all members to participate in a year-round physical conditioning program, including aerobic, anaerobic (such as

weightlifting), and flexibility exercise activities. As a minimum, this should include exercise which maintains the heart rate at an aerobic conditioning level for 20 to 30 minutes, three to five times per week. This level of activity has been recommended by the American College of Sports Medicine and the American Heart Association, as well as other medical associations. Improved fitness will help ensure members are physically fit to perform military tasks during peacetime and war.

10.11.2. The goal of the Air Force Fitness Program is to improve the health and fitness of all Air Force members and to increase total force readiness.

10.11.3. The objectives of the Air Force Fitness Program are to:

- Motivate members to participate in regular physical conditioning programs to improve health and fitness as well as overall performance.
- Provide safe and valid assessment of a member's fitness level.
- Provide safe conditioning and rehabilitative programs for members to improve health and fitness.
- Encourage members to adopt lifestyles that promote health and fitness.

10.11.4. Fitness is an individual responsibility. Ensuring and promoting fitness standards are command responsibilities. Installation commanders will provide facilities, equipment, and funds to conduct the fitness program and will appoint an installation fitness program trainer to develop and monitor installation fitness programs. Unit commanders will appoint a unit fitness program manager to assess members' fitness, enter unfit members into rehabilitation programs, and monitor members' progress. The Air Force Fitness Program promotes fitness standards, establishes assessment methods, and provides fitness improvement programs.

10.11.5. Submaximal cycle ergometry assessment replaces the 1.5 mile run as the Air Force method of estimating individual fitness. This method of fitness assessment involves 6 to 12 minutes of submaximal exercise pedaling of a precision stationary bicycle. Work load (such as pedaling resistance) is adjusted according to individual physical capability but is never raised to a level that will impose either fatigue or exhaustion. Before and during the assessment, the members' heart rate is carefully recorded. It is the heart's ability to pump blood and oxygen to the muscles and the muscles' efficient use of these elements that provides the estimate of individual maximal oxygen consumption (VO<sub>2</sub> max), which is directly related to health and fitness. Cycle ergometry

virtually eliminates the occurrence of adverse health events during the assessment period and, therefore, can be safely administered without direct medical supervision. Assessment results are independent of the effort expended, are readily reproducible for individuals, and allow close monitoring of progress due to the incremental nature.

10.11.6. There are six fitness categories (table 10.3) based on an individual's performance (VO2 max) during cycle ergometry assessment. Individuals testing in category I will be entered into the mandatory supervised fitness improvement program, GET FIT. Individuals testing in category II will be entered into the mandatory self-paced fitness enhancement program, FITE. Individuals entered into GET FIT or FITE will be reassessed every 90 days until they attain category III or higher. Individuals testing in category III or higher are encouraged to improve their fitness levels and are retested annually. MAJCOM commanders may require more stringent fitness levels for the command or for members of specific units.

10.11.6.1. **GET FIT Program.** GET FIT is a supervised mandatory rehabilitative program for individuals testing in category I. Individuals will be periodically monitored by their unit fitness program manager to ensure they are actively participating in a valid fitness conditioning program. The objectives of the GET FIT program are to:

Provide rehabilitative physical fitness counseling using available resources and facilities.

Encourage safe conditioning activities and development of healthy lifestyles.

Provide commanders a tool by which to assess progress of individuals.

Demonstrate the effectiveness of aerobic conditioning by documenting improvements in aerobic capacity at 90-day intervals with repeat cycle ergometry assessment.

10.11.6.2. **Enrollment.** The GET FIT physical conditioning program is completed during off-duty time unless the commander directs or allows the use of on-duty time. Members who are enrolled in GET FIT 1 year but don't meet standards until the following year receive fitness assessment credit for the year they were enrolled in GET FIT.

#### 10.11.6.3. **FITE Program:**

10.11.6.3.1. The FITE program is a mandatory physical conditioning program for category II members. It allows members to follow a self-paced program rather than the supervised GET FIT program. Commanders should encourage use of the FITE program elements for general fitness and health improvements for all assigned personnel.

10.11.6.3.2. Unit commanders will assess members enrolled in GET FIT and FITE programs who fail to show satisfactory progress or to meet category III standards after 6 months. Based on the results of members' assessments, commanders may exercise a number of options:

- Extend the conditioning period.
- Adjust the fitness standard (for example, less than category III).
- Impose administrative action (for example, counseling or letter of reprimand).

10.11.7. Unit commanders may temporarily excuse a member from a fitness assessment, including the GET FIT or FITE program, based on the recommendation (medical profile) of a health care provider. Assessment deferrals will be given for appropriate medical conditions; however, the member must be actively engaged in a fitness conditioning program and must document the frequency and level of participation. Temporary disabilities and permanent medical contraindications should be handled by using existing guidance for profiles and medical evaluation boards.

Table 10.3. Fitness Categories for Men and Women .				
FITNESS CATEGORY	A	B	C	D
	AGE: < 30	30 - 39	40 - 49	> 49
<b>Air Force Fitness Standards - Men</b>				
<b>1</b>	< 28	< 27	< 25	< 22
<b>2</b>	28.0 - 33.9	27.0 - 31.9	25.0 - 29.5	22.0 - 27.5
<b>3 (1)</b>	34.0 - 41.9	32.0 - 38.9	29.6 - 35.5	27.6 - 31.5
<b>4</b>	42.0 - 47.9	39.0 - 45.9	35.6 - 41.5	31.6 - 36.5
<b>5</b>	48.0 - 54.9	46.0 - 52.9	41.6 - 47.5	36.6 - 42.5
<b>6</b>	> 54	> 52.9	> 47.5	> 42.5
<b>Air Force Fitness Standards - Women</b>				
<b>1</b>	< 26	< 24	< 23	< 20
<b>2</b>	26.0 - 26.9	24.0 - 25.9	23.0 - 25.9	20.0 - 22.9
<b>3 (1)</b>	27.0 - 35.9	26.0 - 33.9	26.0 - 30.9	23.0 - 25.9
<b>4</b>	36.0 - 42.9	34.0 - 38.9	31.0 - 36.9	26.0 - 30.9
<b>5</b>	43.0 - 48.9	39.0 - 46.9	37.0 - 40.7	31.0 - 34.9
<b>6</b>	> 48.9	> 46.9	> 40.7	> 34.9

**NOTES:**

1. Minimum Air Force Fitness Level Standard.
2. means less than and means greater than.
3. Fitness standards are predicted by cycle ergometry measured in oxygen uptake (VO<sub>2</sub>) (ML/KG/MIN)
  - a. VO<sub>2</sub> max: The maximal amount of oxygen that can be transported to the body tissues and muscles from the lungs.
  - b. ML/KG/MIN: Milliliters of oxygen per kilogram of body weight per minute.

## Chapter 11

### ENFORCING STANDARDS

#### 11.1. Introduction:

11.1.1. From standards of custom and courtesies to standards of conduct and appearance, noncommissioned officers (NCO) are expected to exemplify, uphold, and enforce the highest standards of military professionalism.

11.1.2. Leadership by example and one-on-one counseling are used by leaders to ensure our high Air Force standards are respected and followed. To be sure standards are followed at section, flight, and unit levels, the Air Force has a more formal and structured process. For a small number of Air Force members, leadership by example and one-on-one counseling are not enough. In these rare cases, stronger measures--administrative or judicial actions--are required.

11.1.3. This chapter explains the important ways that standards are enforced at both the unit and the individual level. Formal enforcement at the unit level takes place

through the inspection and self-inspection systems. Formal enforcement for the individual may take the form of administrative actions and, in the most serious cases, punitive action under the Uniform Code of Military

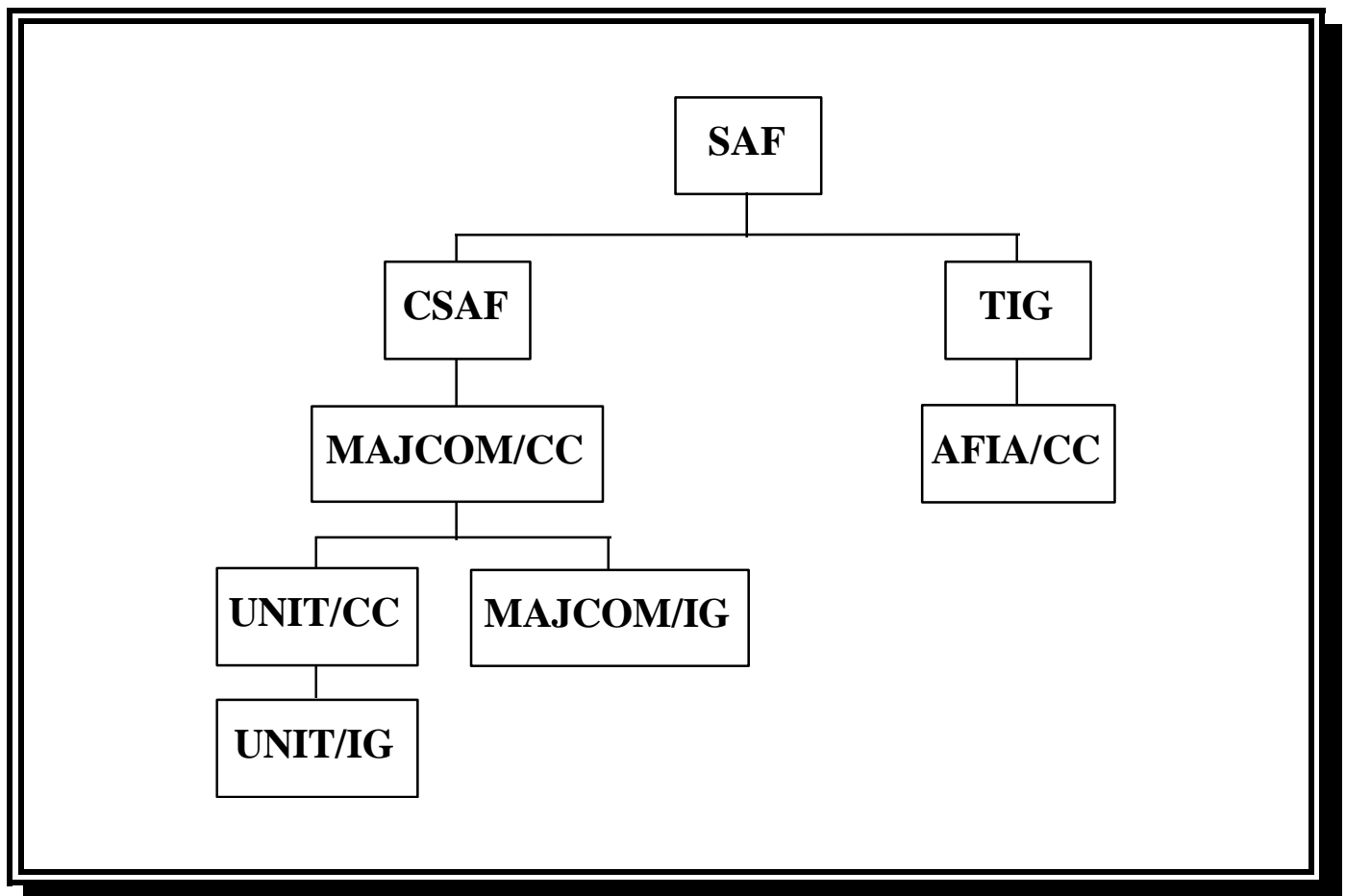
Justice (UCMJ).

## 11.2. Enforcing Standards at the Unit Level:

11.2.1. **Introduction.** Air Force leaders tell us that our Air Force is at a high level of readiness to perform the mission. But have you ever stopped to wonder how they know this, especially during peacetime? The Air Force inspection program provides the Secretary of the Air Force; the Chief of Staff, US Air Force; and commanders of MAJCOMs, FOAs, and NAFs with valuable readiness information.

11.2.2. **Overview.** In this chapter, we'll examine why the Air Force has an inspection system and how it's designed. We'll also discuss different types of inspector general (IG) inspections and the IG complaint system.

11.2.3. **Inspection System Purpose and Policy.** We have an inspection system to provide commanders with realistic evaluations of how well their forces are accomplishing their missions. Commanders are made aware of both unit strengths and weaknesses so strengths can be exploited and weaknesses corrected. These



**Figure 11.1. Inspection System Organization.**

evaluations are not limited to direct combat activities but include the activities required to support them. Because of the importance of Air Force resources, all inspection activities look for evidence of fraud, waste, and abuse (FWA). Identifying problems is not enough--aggressive followup programs ensure deficiencies are corrected as soon as possible.

11.2.4. **Inspection System Design.** The mission of the Air Force Inspector General (SAF/IG) has been frequently documented in regulations since the Air Force was created as a separate service in 1947. However, it was not until 1986 that the Goldwater-Nichols Act

formally mandated the position and placed it directly under the Secretary of the Air Force. SAF/IG, a general officer appointed by the Secretary of the Air Force, serves as an independent member of the Secretary's staff and is responsible for all Air Force-level IG functions, including inspections, inquiries, criminal investigations, complaints, review and oversight, counterintelligence, support for the antiterrorism program, and FWA. In addition to responsibilities to the Secretary of the Air Force, SAF/IG is responsible to the Chief of Staff of the Air Force for evaluating operational readiness.

11.2.4.1. The inspection system operates with inspectors at various levels of command (figure 11.1). The Air Force Inspection Agency (AFIA) is responsible for executing the Air Force Inspection Program. This includes all Air Force-level inspections, as well as special reviews and administrative investigations as directed by the SAF/IG. The agency is able to reach across command lines to address subjects of concern to the entire Air Force. At the MAJCOM level, each commander appoints an IG to report on mission capability, operational readiness, and effectiveness of individual units and commandwide functions. MAJCOM IGs also have responsibility for investigation and inquiry activities. At

wing level, an IG is designated or appointed for complaints for overseeing the local FWA program. Each of these IGs is directly responsible to a commander for providing an assessment of the readiness of the commanders assets.

11.2.4.2. Although SAF/IG exercises no functional control over the other IGs, he or she is responsible for providing guidance to them. AFD 90-2, *Inspector General--The Inspection System*, and AFI 90-201, *Inspector General Activities--The Inspection System*, are the primary policy vehicles for outlining operation of the Air Force inspection system.

Table 11.1. Types of Inspections.				
L I N E	A	B	C	D
	TYPE	MAJCOM	AFIA	Rated
1	Operational Readiness Inspection (ORI)	X		Yes
2	Quality Air Force Assessment (QAFA)	X	X	Yes
3	Nuclear Surety Inspection (NSI)	X		Yes
4	Health Service Assessment (HSA)		X	Yes
5	Management Reviews	X	X	No
6	Intelligence Oversight Inspection	X	X	Yes

11.2.5. **Inspection System Operation.** For any inspection system to be effective, it must meet the needs of the commander. Because commanders are responsible for the mission readiness of their commands, they must find out how well their units meet mission performance standards. Inspection results provide this means. To get the feedback they need, commanders have inspection criteria developed to give them a total picture of their units capabilities. The criteria used to measure performance are developed by the commanders staff to reflect the commanders priorities. The IG can then use these criteria as a measure of merit to provide an assessment of the units mission capabilities. In addition, the criteria can be used by the units to measure themselves on their levels of readiness.

#### 11.2.6. Types of Inspections:

11.2.6.1. **Evaluating Units and Programs.** To meet their obligation to the commander, inspectors use different inspections to evaluate units and programs. We will look at the various types of inspections conducted and the information they provide the commander.

11.2.6.2. **Levels of Performance.** Table 11.1 displays the major types of Air Force inspections, who conducts them, and whether a particular inspection results in a rating for the unit being inspected. The inspector generally uses a five-tier rating system to distinguish levels of performance: “unsatisfactory” and “marginal”

ratings go to units performing below standards, “satisfactory” ratings are given to units that meet standards, and “excellent” and “outstanding” ratings go to units that exceed standards.

11.2.6.3. **Operational Readiness Inspections (ORI).** The most direct measure of a units war-fighting readiness is through an ORI. All units with a wartime mission are evaluated on their ability to conduct combat operations in wartime. The command IG evaluates the unit on how well it can prepare, deploy, and employ forces, as well as survive and operate in a combat environment.

11.2.6.4. **Multi-MAJCOM Inspections (MMI).** These are a special type of ORI where two or more MAJCOM IGs conduct simultaneous inspections of different units using an integrated scenario. These can often be conducted during large formal exercises, such as TEAM SPIRIT. MMIs provide a more realistic evaluation by looking at how well units operate together in coordinated activities.

11.2.6.5. **Quality Air Force Assessment (QAFA).** These are graded inspections designed to assess the processes used by MAJCOMs, FOA, and DRUs to complete their mission as well as compliance with directions. MAJCOM IGs use QAFAs to evaluate unit leadership and management. AFIA provides SAF/IG with a firsthand assessment of FOA and DRU mission performance. Inspectors examine these processes using Quality Air

Force criteria with the intent of identifying those broad areas that may need improvement.

11.2.6.6. **Nuclear Surety Inspections (NSI).** Because of the sensitivity of nuclear operations, NSIs can be the most difficult tests for units. Unsatisfactory performance in any area may result in an overall unsatisfactory unit rating, regardless of the ratings earned in other areas. MAJCOMs conduct NSIs on all nuclear-capable units. MAJCOM IG teams perform NSIs in spite of the fact that responsibility for the Air Force Nuclear Surety Program was transferred to the Air Force Chief of Safety in 1991 as part of the Air Force reorganization.

11.2.6.7. **Health Services Assessments (HSA).** HSAs are designed to evaluate medical readiness and management of the health care system. The focus is on performance rather than compliance and is designed to provide a broad look at medical treatment facility operation.

11.2.6.8. **Management Reviews.** While inspections such as ORIs and QAFAs assess unit performance, management reviews assess specific aspects of the management processes of a particular topic or issue. It is not an inspection. Management reviews are conducted to provide senior leadership information concerning topics with Air Force-wide significance. These reviews are in two categories: functional and acquisition. In March 1992, the functional management review (FMR) process was revised to reflect the new quality culture within the Air Force; FMR duration and depth were reduced, followup was eliminated, and topic selection was streamlined. This created an FMR process more responsive to the needs of the functional customers. The AFIA staff coordinates with the appropriate Air Staff offices before initiation of FMRs. In addition, SAF/IG coordinates with the appropriate Air Staff functional area before topic approval. Examples of topics reviewed during acquisition management reviews include aircraft battle damage repair, realignment of space launch operations from Air Force Materiel Command to Air Force Space Command, initial operational test and evaluation, and various aspects of acquisition management. Examples of FMR topics reviewed include contingency contracting, aircraft engine oil analysis, USAFE regional nuclear weapons maintenance, and unfavorable information files (UIF). The final report provides a synopsis of what was found during the review and is distributed to appropriate agencies throughout the Air Force. Although recommended solutions may be included in the report, the program or process owner is responsible for developing the method that best corrects the problem.

11.2.6.9. **Intelligence Oversight Inspections (IO).** IOs ensure compliance with public law and Air Force

directives designed to prevent the rights of US citizens from being violated during the collection of intelligence or counterintelligence data. Although collection of the data is essential, inspection of all Air Force intelligence or counterintelligence components ensures data is not used improperly.

11.2.6.10. **Inquiries and Criminal Investigations.** Many times, the type of information required by SAF/IG or a commander cannot be provided through one of the inspection categories listed above. As a result, the SAF/IG or a commander may direct inquiries or criminal investigations aimed at providing the specific information needed. Subjects might include a study of misuse of funds or charges of improper operations. Guidance on the conduct of inquiries and investigations is in AFI 90-301, *Inspector General Complaints*.

11.2.6.11. **Self-Inspection Program.** Effective self-inspection programs check performance indicators, monitor the organization's most serious concerns, and remind people of their priorities. Self-inspections are often used in preparation for formal inspections. Self-inspections are management tools that inform commanders, managers, and people at every level how well they are doing. This is an active part in the inspection program. Supervisors should conduct self-inspections within their section and ensure checklists include the key MAJCOM and local requirements.

11.2.7. **IG Complaint System.** Air Force policy on complaints is in AFI 90-301, which states that any member of the Air Force, military or civilian, has the right to file a complaint without fear of retribution. In addition, members have the responsibility to report acts of mismanagement, violations of directives, injustices, errors, or fraud to their supervisors, commanders, or IGs. The objective of the IG complaint system is to conduct a fair and impartial review in attempting to resolve a complaint.

11.2.7.1. The IG complaint system provides a means of resolving a problem where no other method exists. It is important to note that if other regulations do provide a method for resolving a particular problem, the IG complaint system should not be used. Examples of subjects covered by other guidance include civilian employee grievances, appeals to enlisted performance reports, claims against the Government, correction of military records, and suggestions.

11.2.7.2. Although complaints should be resolved at the lowest possible level, a complaint may be filed directly with an IG representative at any level of command. Even though the chain of command may provide the fastest means of resolving the problem, an individual is not prohibited from entering a complaint at any higher level.

### 11.3. Enforcing Individual Standards--Administrative Actions:

11.3.1. **When All Else Fails.** When leadership by example, one-on-one counseling, and performance feedback fail to convince an individual to conform to standards, it may be appropriate to take more severe actions.

11.3.2. **Commander Involvement.** The next step in many cases is to take one of several administrative actions, which are tools a commander may use to correct an individual's behavior without resorting to punishment under the UCMJ. The following paragraphs discuss some of these actions.

#### 11.3.3. Control Rosters:

11.3.3.1. Control rosters are important management tools. They list the names of members whose conduct, bearing, behavior, integrity (on or off duty), or duty performance requires special attention, observation, evaluation, and rehabilitation. Control rosters assist commanders and supervisors in controlling and managing such members. Control rosters give members the chance to improve in their deficient areas during a specific time period. The commander will ensure members understand that improvement is expected. Placement on the control roster isn't punishment, but it does affect the member in certain personnel programs. For example, as long as members are on the control roster, they remain ineligible for reenlistment, promotion, or PCS reassignment, except for a mandatory move.

11.3.3.2. Commanders may take action to place individuals on or remove them from the control roster, but they should never use the control roster when other administrative actions are more appropriate. To place a member on the control roster, the commander completes an AF Form 1058, **Unfavorable Information File Action**, according to AFI 36-2907, *Unfavorable Information File (UIF) Program* (formerly AFR 35-32). The member acknowledges receipt of the control roster action by signing the AF Form 1058. The commander then gives the form to the UIF monitor. Control roster actions are effective on the date the commander signs the AF Form 1058. The observation period is for 6 months and automatically expires at 2400 on the last day of the period. If the member fails to improve within this time period, the commander should take other forms of administrative action.

11.3.3.3. The commander may also have an individual removed from the control roster before the end of the observation period. The commander should do this when

retention on the roster no longer serves a useful management purpose or if the commander determines the control roster action was based on false information.

11.3.3.4. Supervisors play a vital role in the control roster actions because they are in the best position to effectively monitor and evaluate the members performance and conduct during the observation period. In your day-to-day contact with the member, you should note any improvement or deterioration in performance. The commander may direct you to write an EPR upon the member's placement on or removal from the control roster. Therefore, it's important that you prepare for this responsibility through effective observation and evaluation of the individual.

#### 11.3.4. Unfavorable Information Files (UIF):

11.3.4.1. It's possible that your commander will ask you to help decide if a UIF action is necessary for one of your workers. If one of your subordinates asks for your advice concerning a UIF, you need to be familiar with the information given below and AFI 36-2907.

11.3.4.2. The UIF is a record of derogatory information concerning an Air Force member's personal conduct and duty performance. Commanders and supervisors use these files to make decisions about administrative, personnel, or judicial action against an individual. AFI 36-2907 specifies what documents will be filed in a UIF. These documents include record of:

- Suspended or unsuspended Article 15 punishment of more than 1 month.
- Court-martial conviction.
- A civilian conviction where the penalty is confinement of 1 year or more.
- Placement on the control roster.
- Selected substance abuse information.

11.3.4.3. The commander may refer other documented unfavorable information for optional filing in the UIF. These include documentation such as other Article 15 punishments not listed above, a record of failure to discharge financial obligations in a timely manner, a record of confirmed discrimination, or a written administrative reprimand or admonishment. The commander refers such documents on AF Form 1058 to inform the member that he or she may submit a response.

11.3.4.4. **Responsibilities.** Now that you know the contents of the UIF, we'll discuss the specific responsibilities as they relate to the UIF.

11.3.4.4.1. *Commanders.* Commanders at all levels may take action to establish UIFs and refer documents for filing in the UIF for all personnel under their jurisdiction. The commander will give all documents for file in the UIF to the UIF monitor. Its important that commanders guard against referring trivial unfavorable information for file in the UIF. The information in the UIF remains active for 1 to 2 years, depending upon the nature of the document.

11.3.4.4.2. *Supervisors.* Supervisors may issue and refer documents to the commander for possible filing in the UIF. Letters of reprimand, letters of admonishment, and counseling records are the types of documents you will most likely deal with in this area. The supervisors primary role in the UIF process is to keep the commander informed of subordinates unfavorable incidents or behavior problems. This is especially true with respect to subordinates who already have UIFs.

11.3.4.4.3. *UIF Monitors.* The UIF monitor is responsible for the overall maintenance and disposition of UIFs. The UIF monitor ensures only authorized people gain access to these files. Upon proper identification, the following people can review the UIF:

- The person on whom a file is kept may review the file during the duty day provided the file is reviewed in full view of the person who authorizes the access.
- Commanders and their vice or deputy may review the file on their personnel.
- First sergeants may see files of enlisted personnel assigned or attached to their unit.
- OPR or EPR raters and endorsers preparing reports.
- MPF, IG, inspection team, judge advocate, paralegal, social actions, OSI, and security police personnel when necessary in the course of their Air Force duties.

#### 11.3.5. **Administrative Reprimands and Admonitions:**

11.3.5.1. Administrative reprimands and admonitions are management tools that commanders and supervisors use to document deficiencies and take corrective action on subordinates. An administrative admonition carries a strong degree of censure and is a corrective action. An administrative reprimand is similar to an admonition but is more serious. Commanders and supervisors at all levels have the responsibility to ensure subordinates maintain Air Force standards. Bring any deviation from these standards to the attention of the individual

concerned. Use a formal admonition or reprimand when lesser actions, such as counseling, have not worked.

11.3.5.2. Reprimands and admonitions can be either verbal or written. If a letter of admonition or reprimand is used, the supervisor may elect to send it to the unit commander for his or her information. The unit commander may decide to keep it for future reference or have the document entered into a members UIF. You may retain a copy of the action.

11.3.5.3. If the commander intends to place a written admonition or reprimand in the UIF, the commander must notify the member of this action. The individual has the option of submitting written comments to the commander for reconsideration of the proposed UIF action. Also, the member must acknowledge receipt of the written admonition or reprimand in writing.

11.3.5.4. Administrative admonitions and reprimands are not considered to be punitive in nature. Punitive reprimands and admonitions can only result from court-martial convictions or acceptance of nonjudicial punishment under Article 15.

#### 11.3.6. **Administrative Demotion of Airmen:**

11.3.6.1. *Reasons for Demotion.* The following are some of the common reasons for the administrative demotion of airmen:

11.3.6.1.1. Airmen promoted as officer trainees who fail to complete training for reasons of academic deficiency, self-elimination, or misconduct will be demoted to the grade they formally held.

11.3.6.1.2. Failure to maintain grade and skill relationship.

11.3.6.1.3. Failure to discharge the responsibilities of an NCO as prescribed in AFR 39-6M, *The Enlisted Force Structure* (projected to be AFPAM 36-2618).

11.3.6.1.4. Failure to attain or maintain body fat standards prescribed in AFI 40-502, *The Weight Management Program* (formerly AFR 35-11).

11.3.6.1.5. Failure to maintain proper physical conditioning.

11.3.6.1.6. Intentional failure to qualify for duty in which trained or being trained.

11.3.6.1.7. The commander must inform an airman, in writing, of the intention to recommend demotion. The demotion authority for airmen serving in the grade of Amn through MSgt is the group commander. Demotion

authority for airmen serving in the grade of SMSgt and CMSgt is the commander of the MAJCOM, FOA, or DRU as listed in AFDIR 37-135, *Air Force Address Directory* (formerly AFR 4-16). Demotion authority for SMSgt and CMSgt may be delegated by these senior commanders to the vice commander, staff director, or director of personnel, or NAF or equivalent-level commander.

11.3.6.2. **Appeal Policy.** Airmen may appeal a demotion decision to the appellate authority. The appellate authority for airmen in the grade of Amn through MSgt is the next level commander. The appellate authority for members in the grade of SMSgt and CMSgt is the Air Force Vice Chief of Staff, unless the MAJCOM, FOA, or DRU commander delegates demotion authority. If delegated, the MAJCOM, FOA, or DRU commander is the appellate authority.

### 11.3.7. Separations:

11.3.7.1. **Military Service Obligation.** Most first-term airmen have a military service obligation (MSO) requiring them to complete 8 years of military service. If the airman has not met the MSO at the time of separation from active service, then the airman could be released

(not discharged) and transferred to the Air Force Reserve (AFRES) to complete the balance of the MSO. Airmen who don't qualify for reenlistment receive a discharge without regard to their remaining MSO. In both cases, the character of the members service is honorable. The service of members separating at their expiration of term of service (ETS), or voluntarily or involuntarily separating for the convenience of the Government, is characterized as honorable.

11.3.7.2. **Service Characterization.** The service of other members who are administratively discharged under AFI 36-3208, *Administrative Separation of Airmen* (formerly AFR 39-10) may be characterized as honorable, general (under honorable conditions), or under other than honorable conditions (UOTHC). The service characterization depends upon the reason for the discharge and the members military record in the current enlistment or period of service.

11.3.7.3. **Reason for Separation.** There are many different reasons for separation. The following discussion cannot cover all of them. Its purpose is to briefly identify major reasons for separation and to point out the complexity of the situation.

#### 11.3.7.4. Required Separation:

11.3.7.4.1. Airmen are entitled to separate at ETS unless there's a specific authority for retention or they consent to retention. Nevertheless, a separation isn't automatic, and members remain in the service until separated by an administrative action.

11.3.7.4.2. Separation is also required for airmen who will continue to serve in another military status. For example, an airman may separate to serve with the AFRES or ANG or to accept appointment as a commissioned officer of the Air Force or as a warrant or commissioned officer of another branch of service.

11.3.7.5. **Voluntary Separation.** Airmen may ask for early separation for the convenience of the Government if they meet the criteria. Pregnancy, conscientious objection, and early release to attend school are some of the reasons for which members may be allowed to separate.

11.3.7.6. **Involuntary Separation.** Physical conditions that interfere with duty performance or assignment availability, inability to cope with parental responsibilities or military duty, or insufficient retainability for required retraining are reasons for involuntary discharge for the convenience of the Government. Defective enlistment (fraudulent or erroneous) is also a basis for discharge. Airmen are subject to discharge for cause based on such factors as

unsatisfactory performance, substance abuse, homosexual conduct, misconduct, or in the interest of national security. Airmen subject to involuntary separation must receive written notice of the proposed separation. They receive copies of documents outlining the reason and authority for the action and type of separation the initiating commander recommends. They're entitled to the assistance of military legal counsel and to submit statements to the separation authority for consideration. Members subject to UOTHC discharge, NCOs, and airmen who have more than 6 years' total active and inactive military service are entitled to a hearing by an administrative discharge board. The entire case file is reviewed for legal sufficiency. Final approval or disapproval rests with the commander exercising court-martial jurisdiction.

**11.3.7.7. Discharge in Lieu of Trial by Court-Martial.** If charges have been preferred against an airman and if the UCMJ authorizes punitive discharge as punishment for the offenses with which the airman has been charged, then the airman may request an administrative discharge instead of trial by court-martial. There is no guarantee, however, that the airman's request will be granted.

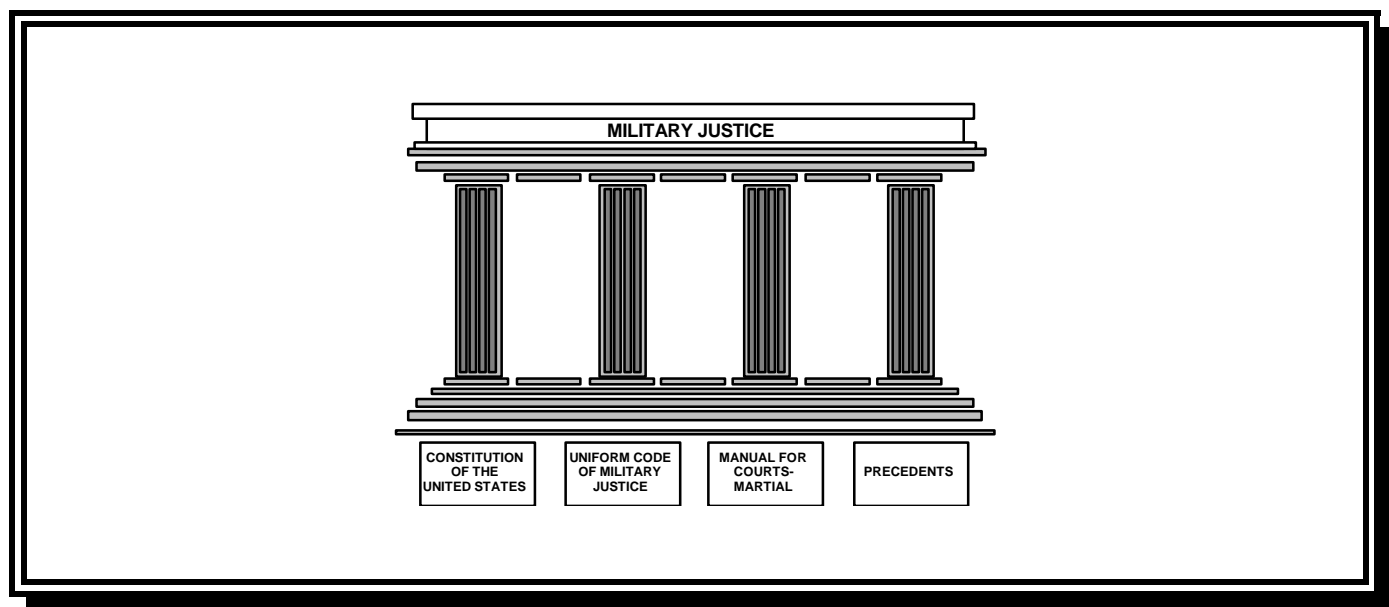
#### **11.4. Enforcing Individual Standards--Punitive Actions:**

**11.4.1. Separate Judicial System.** While effective leadership is the most desirable means of maintaining

standards, there are some cases in which leadership and administrative action are not enough. It's unfortunate, but true, that there are people who commit offenses for which they must be punished. For the military to continue functioning smoothly, we must have a separate judicial system which allows us to enforce our laws by punishing members who violate them.

**11.4.2. NCO's Responsibility for Administering Military Justice.** An NCO has an important role in military justice--being prepared to accept responsibility and to perform the duties necessary to administer military justice. There may come a time when you'll have to prefer charges against a person who has committed an offense, investigate such offenses, or serve as a member of a court-martial. All of these tasks carry with them a great deal of responsibility. To execute them correctly, you must have a fundamental understanding of the basic military justice concept.

**11.4.3. Being Familiar With Basic Concepts of Military Justice.** Paragraph 11.4, inclusively, covers several military justice topics, from the foundation of military law, to legal rights, to the various kinds of court-martial. The goal of this paragraph is to familiarize you with basic concepts, not turn you into a judge advocate.



**Figure 11.2. Basis for the Military Justice System.**

**11.4.4. Foundation of Military Law.** Military criminal law, or military justice as it's more popularly called, is closely related to civilian criminal law. Its sources are many and varied, some considerably older than the United States and its Constitution.

**11.4.5. Early Codes.** The first governing document used by our forces, the Articles of War (1775), was taken directly from the existing British Articles of War, which have been used in Great Britain since 1765. The Second Continental Congress adopted these articles after they were prepared by a committee, consisting of George Washington, Phillip Schuyler, and others, 3 days before

Washington took command of the Continental Army. These articles, with some amendments, remained in effect until 1806.

#### 11.4.6. **The Constitution:**

11.4.6.1. Although the Articles of War preceded the Constitution by more than 10 years, the Constitution is the true source of our military law (figure 11.2). This was emphasized by Justice Salmon P. Chase after he became Chief Justice of the US Supreme Court in 1864. He stated,

*“The Constitution itself provides for military government as well as for civilian government.... There is no law for the government of the citizens, the Army, or the Navy of the United States, within American jurisdiction, which is not contained in or derived from the Constitution.”*

11.4.6.2. The writers of the Constitution decided that the

military should operate under a separate justice system based upon a system of balanced controls. Therefore, the Constitution was designed to give the President and Congress distinct powers. Specifically, the Constitution designates the President as Commander in Chief of the Armed Forces and vests in him the power necessary to carry out the responsibilities of that position. The Constitution gives Congress the power to raise an Army and Navy and control of the military budget. This separation of power is an important element of our military justice system.

#### 11.4.7. **Uniform Code of Military Justice (UCMJ) and Manual for Courts-Martial (MCM):**

11.4.7.1. In 1948, Secretary of Defense James V. Forrestal appointed a committee of civilian and military lawyers to create a military justice system that would apply to all branches of the Armed Forces and be uniform in interpretation and construction. Upon this committee's recommendation, Congress, in 1950, created the UCMJ.

11.4.7.2. When Congress enacted the UCMJ in 1950, it used its constitutional authority to make laws to govern the Armed Forces. Despite its comprehensive legal coverage, the UCMJ cannot provide for all situations likely to arise in the actual operation of a judicial system. For this reason, Congress gave the President authority to issue implementation instructions to put the UCMJ into operation.

11.4.7.3. Consequently, in 1951 President Harry S. Truman issued an Executive Order to put into effect the

MCM, United States, 1951. As an order of the President, this manual had the full force and effect of law and was binding for all people subject to the UCMJ. Later, Executive Orders by Presidents Eisenhower, Kennedy, and Johnson revised certain provisions of the 1951 MCM. President Johnson replaced the 1951 MCM with the MCM, 1969. President Reagan published the MCM, 1984, which implements the Military Justice Act of 1983.

11.4.7.4. The intent of the MCM is to address the field of military justice as thoroughly as possible under the restrictions of a working manual. The MCM contains a wide range of materials, including the full texts of the US Constitution, UCMJ, and authority, composition, and procedures of court-martial. It also includes text on rules of evidence applicable in court-martial and on the punitive articles, and guides for writing most charges and specifications to state an offense according to the UCMJ. The design of the MCM is such that it doesn't require frequent reference to the UCMJ. You will, of course, have to refer to the UCMJ when you have an active duty legal problem involving the military justice system.

11.4.8. **Reasons for a Separate Justice System.** What we've discussed so far gives you some background information on the evolution of our military justice system. Let's now consider the need for a justice system separate from the civilian sector.

#### 11.4.9. **Discipline:**

11.4.9.1. The first argument in favor of a separate military justice system concerns discipline. The military community differs in important ways from the civilian community in its view of what is and isn't a crime. For example, absent without leave (AWOL) is a uniquely military crime. Civilians absent without an excuse from their jobs haven't committed a crime; rather, they've performed an act that has primarily personal consequences. But members of the Armed Forces who are AWOL could endanger their unit's mission and place the lives of others in jeopardy. The consequences of being AWOL clearly identify it as a criminal offense.

11.4.9.2. To ensure effective discipline in the Armed Forces, justice must be administered by people familiar with the military system and its needs. Military members are better able than civilians to understand and respond to problems involving military offenses. Consequently, they're more qualified to serve on courts trying these offenses. For example, in a trial for dereliction of duty, a civilian may consider it unreasonable to sentence the defendant to a lengthy period of confinement. In contrast, a military member tends to view the offense differently,

being more inclined to see how the offender might have endangered the mission and lives of others.

11.4.9.3. Along these same lines, fair and equitable punishment for military members depends upon a clear understanding of the offender and the circumstances surrounding the offense. On the basis of the member's past military record, training, experience, and potential value, military court members can then impose a suitable punishment. These and other considerations enable military courts to deal with military offenders more effectively than civilian courts.

#### 11.4.10. **Military Justice Worldwide:**

11.4.10.1. The second argument supporting a separate military justice system springs from the mobile nature of the military establishment. Military units are always subject to deployment across state or national boundaries on short notice. Since military justice is an essential tool for maintaining discipline, commanders must have a judicial system available when and where their units are deployed. They can't afford to be restricted by judicial districts or any other territorial limits.

11.4.10.2. Another consideration is that the Constitution doesn't extend the power of the US Federal judicial system to foreign soil. It's politically impossible to have US civilian courts meet and try cases in foreign sovereign territories. Therefore, the military must have laws which can be administered solely by and for the military. The UCMJ was designed to meet this requirement. It's worldwide in jurisdiction and applicable wherever members of the Armed Forces are stationed.

11.4.11. **Legal Rights.** Members of the Armed Forces retain basically the same legal rights as civilians, and these rights are guaranteed by the Constitution and UCMJ. Two important rights are protection against involuntary self-incrimination and the right to counsel.

11.4.12. **Self-Incrimination.** "Self-incrimination" is an oral or written admission or confession of guilt. "Involuntary" means that an act isn't the result of an individual's own free choice. For example, an individual suspected of being under the influence of drugs must be advised of his or her rights under Article 31 before questioning. Any answer to questions without advisement would be considered involuntary. The Constitution and Article 31 of the UCMJ protect us from involuntary admissions of guilt. It's permissible, however, for an individual to choose self-incrimination intelligently and freely. Voluntary self-incrimination evidence may be in the form of an oral or written admission. It may also be found in the actions of individuals or in their failure to act. For any admission by a suspect to be admissible as

evidence, it must be shown that, before questioning, the suspect was informed of:

11.4.12.1. The nature of the accusation.

11.4.12.2. The right to remain silent; that is, say nothing at all.

11.4.12.3. The fact that any oral or written statement the individual makes may be used as evidence in a trial by court-martial or in any other judicial or administrative proceedings.

11.4.12.4. The right to consult with a military counsel.

11.4.12.5. The right to have a military counsel present during the interview.

11.4.12.6. The right to obtain a civilian lawyer of the individual's choosing and at the individual's own expense.

11.4.12.7. The right to have a government-appointed military counsel.

11.4.12.8. The right to request counsel at any time during the interview.

11.4.12.9. The right to stop the questioning at any time, if the individual decides not to answer questions.

11.4.12.10. The fact that, if the individual requests counsel during questioning, the questioning will be suspended until counsel is present at the interrogation.

11.4.12.11. If physical or psychological coercion were not used to force the individual to confess and there were no violation of the individual's rights, the confession may be used as evidence. The Air Force could use this evidence in a trial by court-martial or in other judicial or administrative proceedings.

#### 11.4.13. **Right to Counsel:**

11.4.13.1. *Assistance and Advice.* Counsel is an attorney who, among other duties, may give advice to a person suspected of committing a crime. Civilian courts have said that in certain cases the accused should be given a counsel by the court, free of charge, if the accused can't afford to obtain one at his or her own expense. Long before these civilian court decisions, the Air Force provided legal counsel, free of charge, to all accused before summary, special, and general court-martial and to those being offered Article 15, UCMJ punishment. Without a counsel's assistance and advice, these accused could be at a disadvantage if they don't know or understand their rights.

11.4.13.2. *Area Defense Counsel (ADC).* The ADC adds integrity to the military justice system. The ADC's supervisory authority comes from the Defense Services Division in Washington DC through the Chief Circuit Defense Counsels of the Judicial Circuits. As a tenant unit at each base, the ADC is in a chain of command separate from the base legal office. The military justice division (legal office) processes the prosecution action, while the ADC provides the accused military member counseling and defense. The ADC explains the rights of the accused and possible results of punishment to those subject to disciplinary action under the UCMJ. ADC offices are located on or near most Air Force bases.

#### 11.4.14. **Apprehension:**

11.4.14.1. Apprehension is the act of taking a person into custody. It is the equivalent of "arrest" in civilian terminology. The UCMJ states that all commissioned officers, warrant officers, petty officers, NCOs, military and security police, and persons on guard or police duty have the authority to apprehend persons subject to the UCMJ. They may apprehend an individual upon reasonable belief that an offense was or is being committed and the person they're apprehending committed it. The UCMJ specifically provides that any civil officer, whether of a State, territory, district, or the United States, may apprehend deserters from the Armed Forces. However, this authority does not permit state and local enforcement officers to apprehend other violators of the UCMJ.

11.4.14.2. When placing an individual under apprehension, the simple statement, "You are under apprehension," is usually sufficient. This notice can be given orally or in writing, but it may be implied by the circumstances. If you place offenders under apprehension and they resist, use only the minimal amount of force necessary to secure custody.

11.4.14.3. As an NCO, you may apprehend a commissioned or warrant officer only on specific orders from a commissioned officer, or when such apprehension prevents disgrace to the service. You may also apprehend a commissioned or warrant officer to prevent the commission of a serious offense or escape of someone who's committed a serious offense. Any person making an apprehension under these rules should maintain custody of the person apprehended and inform, as promptly as possible, the immediate commander of the person apprehended or any official higher in the chain of command of the person apprehended, if it is impractical to inform the immediate commander.

11.4.15. **Pretrial Restraint.** Pretrial restraint is moral or physical restraint on a person's liberty which is imposed

before and during the disposition of offenses. Pretrial restraint may consist of conditions on liberty, arrest, restrictions in lieu of arrest, and confinement.

11.4.15.1. **Conditions on Liberty.** Conditions on liberty are imposed directing a person to do or refrain from doing specified acts. Such conditions may be imposed in conjunction with other forms of restraint or separately. Conditions on liberty include orders to report periodically to a specified official, orders not to go to a certain place (such as the scene of the alleged offense), and orders not to associate with specified persons (such as the alleged victim or potential witnesses). However, conditions on liberty must not hinder pretrial preparation.

#### 11.4.15.2. **Arrest:**

11.4.15.2.1. *What is Arrest?* In the Armed Forces, the term “arrest” means the limiting of a persons liberty by order of a competent authority, usually an officer. Arrest isn’t imposed as punishment for an offense. The notification of arrest may be either written or verbal. It directs a person to remain within specified limits. Arrest is moral restraint; no physical restraint is exercised to prevent a person from breaking arrest. A person in arrest can’t be expected to perform full military duties because of the limits imposed by the arrest, and a person remains in this status until released by proper authority.

11.4.15.2.2. *Restriction in Lieu of Arrest.* Like arrest, restriction is the moral restraint of a person and requires the person to remain within specified limits. Restriction is a less severe restraint on liberty than arrest; the geographic limits are usually broader (for example, restriction to the limits of the installation), and the offender will perform full military duties unless otherwise directed.

11.4.15.3. **Confinement.** Confinement is physical restraint, such as imprisonment in a confinement facility. A person in confinement is a prisoner. Individuals are put in pretrial confinement only when they present a threat to the community or when it’s necessary to ensure their presence at trial. Normally, offenses tried by a summary court-martial don’t require pretrial confinement of the offender. Any commissioned officer may order an enlisted member into confinement. Further, commanders may authorize an NCO to order any person under the NCO’s authority into confinement. Each person confined will be promptly informed of:

11.4.15.3.1. The nature of the offenses for which held.

11.4.15.3.2. The right to remain silent and that any statement made by the person may be used against the person.

11.4.15.3.3. The right to retain civilian counsel at no expense to the United States, and the right to request assignment counsel.

11.4.15.3.4. The procedures by which pretrial confinement will be reviewed.

11.4.15.4. **Use of Pretrial Restraint.** Pretrial restraint may only be ordered if the person ordering the restraint has a reasonable belief that:

11.4.15.4.1. An offense triable by court-martial has been committed.

11.4.15.4.2. The person to be restrained committed it.

11.4.15.4.3. The restraint ordered is required by the circumstances.

11.4.15.5. **Explaining Specific Reason for Restraint.** The decision to restrain a person must sometimes be made on short notice, without the opportunity for a detailed analysis of the member’s background and character or of all the details of the offense. Whatever the circumstances, a person ordering restraint must be able to explain the reason for the degree of restraint imposed. Arrest and confinement are particularly severe forms of restraint and should be used only when circumstances require it. Blanket policies, such as confining all suspected driving-under-the-influence offenders overnight, are not permitted under military law. The appropriate restraint must be determined on the facts of each individual case.

#### 11.4.16. **Search and Seizure:**

11.4.16.1. A “search” is an examination of a person, property, or premises to uncover evidence of a crime or criminal intent, such as stolen goods, burglary tools, weapons, or other evidence. A “seizure” is the taking of such items by authorities for evidence at a court-martial.

11.4.16.2. The Constitution requires the issuance of a warrant before any search or seizure; however, there are exceptions. For example, search and seizure incident to (during) an arrest or with the suspect’s consent are allowed. A warrant issued by a competent civilian authority (usually a judge) is an express permission to search and seize. To obtain a search warrant, the civilian police must give the court enough evidence to establish a probable cause (reason to believe a crime has been committed by the person in question). Further, the police must describe specific people or areas they’ll search and items they’ll seize. All of this must be contained in a warrant.

11.4.16.3. In the Armed Forces, a commander may, based upon probable cause, authorize a search of persons or places under his or her jurisdiction. For example, a commander may authorize a search of people or of a dormitory assigned to his or her units. A commander's authority to authorize a search based upon probable cause may not be delegated. In the Air Force, the installation commander may appoint a primary and an alternate military magistrate for the purpose of authorizing probable cause searches. If magistrates are appointed, the installation commander and the magistrates may authorize a search and seizure over anyone or at any place on the installation.

11.4.16.4. Commanders may conduct inspections of their units, although inspections are not searches as defined by the fourth amendment to the Constitution. An inspection is an examination of the whole or part of a unit, organization, installation, aircraft, or vehicle, conducted to determine the security, military fitness, or good order and discipline of the unit. The distinction between search and inspections is that inspections are not conducted for the primary purpose of obtaining evidence for use in a trial or other disciplinary proceedings; in other words, inspections are not focused on an individual or individuals suspected of offenses. Examples include vehicle checks at base entry points and random testing for substance abuse.

11.4.17. **Nonjudicial Punishment.** Nonjudicial punishment is punishment which is not imposed by a court of justice. In the Armed Forces, Article 15 of the UCMJ authorizes commanders to impose punishment for minor offenses upon military members under their command. In the Air Force, this means that any Air Force member from airman basic to general can be punished under the provisions of this article.

11.4.17.1. ***Purpose and Implications:***

11.4.17.1.1. Nonjudicial punishment provides commanders with an essential and prompt means of maintaining good order and discipline and also promotes positive behavior changes in servicemembers without the stigma of a court-martial conviction. It gives them the flexibility to punish military members for offenses not serious enough to warrant a court-martial. Commanders should use Article 15 punishment to correct or rehabilitate offenders. Commanders are encouraged to take nonpunitive, disciplinary actions, such as counseling and administrative reprimand before resorting to nonjudicial punishment; however, these measures are not required before Article 15 punishment is imposed.

11.4.17.1.2. Although Article 15 punishment is imposed by the commander, it can be recommended by an NCO. Therefore, you need a basic knowledge of Article 15

procedures. Action under Article 15, UCMJ is a serious matter with a critical and lasting affect on airmen and their careers. For this reason, you should use caution when making recommendations.

11.4.17.2. ***Minor Offense.*** A common question concerning Article 15 punishment is what constitutes a minor offense. There is no simple answer. Whether an offense is minor depends on several factors and is a matter left to the imposing commander's discretion. Besides the nature of the offense, the commander should also consider the offender's age, grade, duty assignments, record, and experience.

11.4.17.3. ***Punishments under Article 15.*** Table 11.2 shows the various types of punishments that commanders may impose under Article 15, UCMJ. As you can see, the maximum permissible punishment has limitations based upon the grade of the commander and grade of the offender. Several types of punishments in table 11.2 can be served either consecutively or concurrently. However, correctional custody can't be imposed in combination with restrictions or extra duties. Restriction and extra duties may be combined to run concurrently, but the combination can't exceed the maximum allowable for extra duties.

11.4.17.4. ***Procedure:***

11.4.17.4.1. Imposing nonjudicial punishment is simple and direct. The commander initially collects evidence, reviews the offender's records, and consults with the base staff judge advocate (SJA). The SJA provides advice and guidance on the drafting of the allegations of misconduct, the adequacy of the evidence in support of the action, and the amount of punishment being imposed in similar cases. The SJA routinely advises the commander that Article 15 punishment shouldn't be offered unless that commander is ready to proceed with court-martial charges. This advice is given to the commander because the member may refuse to accept proceedings under Article 15, UCMJ.

11.4.17.4.2. In addition to providing advice to the commander, the SJA also assists in preparing the initial notification to the offender. The notification includes a clear description of the alleged misconduct, in terms of specific violation of the UCMJ, and a statement that the commander intends to impose punishment under Article 15, unless the member requests trial by court-martial. Except in the case of a member attached to or embarked on a vessel, punishment may not be imposed under Article 15 upon any member of the Armed Forces who requests trial by court-martial in lieu of such punishment. Upon request, the member may examine the available statements and evidence.

<b>Table 11.2. Table of Permissible Nonjudicial Punishments (Notes 1, 2, and 3)</b>				
<b>R U L E</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>
	<b>Punishment</b>	<b>Imposed by: Lieutenant or Captain</b>	<b>Imposed by: Major</b>	<b>Imposed by: Lt Colonel or Above</b>
<b>1</b>	Additional Restrictions	May not impose NJP on CM Sgt or SM Sgt	May not impose NJP on CM Sgt or SM Sgt	May not impose NJP on CM Sgt or SM Sgt
<b>2</b>	Correctional Custody	Up to 7 days	30 days	30 days
<b>3</b>	Reduction (note 2)	CM Sgt No SM Sgt No M Sgt No TSgt No SSgt One Grade Sgt One Grade SrA One Grade A1C One Grade Amn One Grade	CM Sgt No SM Sgt No M Sgt No TSgt One Grade SSgt One Grade Sgt One Grade SrA To AB A1C To AB Amn To AB	CM Sgt No SM Sgt No M Sgt One Grade TSgt One Grade SSgt One Grade Sgt One Grade SrA To AB A1C To AB Amn To AB
<b>4</b>	Forfeiture	7 days' pay	1/2 of 1 month's pay per month for 2 months	1/2 of 1 month's pay per month for 2 months
<b>5</b>	Reprimand	Yes	Yes	Yes
<b>6</b>	Restriction	14 Days	60 Days	60 Days
<b>7</b>	Extra Duties	14 Days	45 Days	45 Days

#### **NOTES:**

1. See MCM, part V, paragraph 5d, for further limitations on combinations of punishments.
2. CMSgt or SMSgt may be reduced one grade by MAJCOM commanders, CINCs, or commanders to whom promotion authority has been delegated. See AFI 36-2502, *Airman Promotion Program* (formerly AFR 39-29).
3. Bread and water and diminished rations punishments are not authorized.

11.4.17.4.3. This notification also serves to inform members of their basic rights. Members are advised that the decision to accept nonjudicial punishment is a serious matter that may adversely affect their careers. Although it won't create a court conviction record, it will remain a part of their permanent military records and may affect future opportunities for training, assignments, and promotions.

11.4.17.4.4. A member's decision to have allegations handled in the Article 15 forum is not an admission of guilt. Members are able to present information in their defense, and they retain their rights against self-incrimination under Article 31, UCMJ. They're also entitled to military counsel, free of charge, upon request. If they elect to accept nonjudicial punishment, they have the right to make a full presentation in defense of themselves before the imposing commander. This presentation may be in writing, in person, or both. They may call available witnesses if they're willing to appear or can be ordered to appear without use of the legal process. (Imposing commanders don't have subpoena power.) Members may personally present evidence or use a spokesperson if they desire. They can make oral

presentations in a public forum unless prevented by security considerations or military exigencies. The final decision as to what punishment, if any, will be imposed must be reserved until all matters have been presented and considered by the imposing commander.

11.4.17.4.5. If the offender doesn't demand trial by court-martial, the commander proceeds with the hearing. No prosecution case is presented at the hearing. The offender or offender's representative (not necessarily a military counsel) presents matters for the commander's consideration. When the defense presentation is completed, the commander shouldn't announce a determination but report only that the case is under advisement and a decision will be announced in due course. The commander should next consult with the SJA for further advice or for preparation of the endorsement announcing the punishment, if any, and then explain the offender's right to appeal.

11.4.17.4.6. Offenders have the right to appeal the commander's decision (through command channels to the next superior authority) if they believe the punishment is unjust or too tough (given the offense).

When the commander imposes nonjudicial punishment under Article 15, UCMJ, the proceedings, including all appeals, must be in writing.

**11.4.17.5. *Suspension, Remission, Mitigation, and Set Aside Actions.*** A commander's power to suspend, remit, or mitigate punishment is the principal means of using nonjudicial punishment as a rehabilitative tool. Complete understanding and timely use of these powers are essential to a successful nonjudicial punishment program. In determining the appropriate punishment, the commander should consider these powers as the key to the offender's rehabilitation. Normally, use of these powers enhances the commander's position and has a favorable and lasting affect on the offender.

**11.4.17.5.1. *Suspension.*** Commanders may suspend all or any portion of a punishment. Suspension may occur when the commander imposes the punishment or within 4 months of executing the punishment. The commander may suspend any unexecuted portion of a punishment already imposed or an executed reduction or forfeiture. The MCM and Air Force policy encourage the use of suspended sentences as a corrective tool for first offenders, since this provides both an observation period and incentive for good behavior.

**11.4.17.5.2. *Remission.*** When a commander remits a punishment, the remaining portion is canceled. Normally, the remission is used as a reward for good behavior. Commanders can't take this action at the time punishment is imposed but can use it later as a way of showing that the offender isn't forgotten. It can also do a substantial amount of good in reducing defensive attitudes. Unsuspended reductions in grade may not be remitted, as the reduction is executed when it's imposed.

**11.4.17.5.3. *Mitigation.*** Commanders mitigate a punishment by changing it to a less severe form. Commanders may take mitigation action only after initially imposing punishment. This action also serves as a reward for good behavior.

**11.4.17.5.4. *Set Aside.*** In place of suspension, remission, or mitigation, commanders may set aside a punishment. Unlike the other actions, set aside isn't a rehabilitative tool because it provides a means of erasing the entire Article 15 action. Commanders use this action only when it can be clearly shown that all or part of an Article 15 action shouldn't have been imposed. Set-aside action should be taken when the member has suffered a "clear injustice" meaning new information which casts substantial doubt on the member's guilt or establishes persuasive mitigation for the commission of the offense. Mitigation is not "justification."

#### **11.4.18. Types of Courts-Martial:**

**11.4.18.1. *Summary Court-Martial.*** A summary court-martial tries minor offenses.

It is Air Force policy that a case only be referred to a summary court-martial when the accused has first been offered Article 15 punishment and refused it. It normally consists of one officer who develops the evidence for both the accused and the Government, finds the accused guilty or not guilty, and imposes sentence on the guilty. Air Force policy dictates provision of counsel to the accused, if requested. Only enlisted servicemembers may be tried by summary court-martial. Sentences are subject to approximately the same limitations as Article 15 punishment, except that 30 days' confinement at hard labor may be adjudged. If found guilty, however, the accused must bear the burden of a court-martial conviction; Article 15 punishment doesn't constitute such a conviction. The law generally limits the maximum punishments of the summary court-martial to those listed in table 11.3. A person may not be tried by a summary court-martial over his or her objection.

**11.4.18.2. *Special Court-Martial:***

**11.4.18.2.1.** A special court-martial is the intermediate level court in the military system. It usually consists of a military judge and a panel of three or more members. (Enlisted accused may request that one-third of the panel consists of enlisted members.) In the Air Force, only a military judge is detailed for a special court-martial. The proceedings include a trial counsel (prosecutor), defense counsel, the accused, and a court reporter to record the proceedings. The accused may make an oral or written request for trial by military judge alone; and, if approved by the military judge, the panel is excused. This request must be made before the end of the initial pretrial hearing, which is held to resolve administrative, procedural, and evidence issues. The military judge in a special court-martial performs the same function as a judge in a general court-martial. Any service member may be tried by a special court-martial.

**11.4.18.2.2.** Under such limitations as the President of the United States may prescribe, the special court-martial may adjudge any sentence authorized by the UCMJ except death, dishonorable discharge, dismissal (in the case of an officer), or confinement in excess of 6 months. Generally, it may impose sentences listed in table 11.3.

**11.4.18.3. *General Court-Martial.*** A general court-martial tries the most serious offenses. Cases can't be referred for trial by general court-martial without a thorough investigation under Article 32, UCMJ.

**Table 11.3. Composition, Appointment, and Jurisdiction of Court-Martial.**

LINE	A	B	C	D	E	F
	Court	Required Membership	Convening Authority	Persons Triable	Offenses Triable	Maximum Punishment
1	Summary	One commissioned officer (R.C.M. 1301(a) Art. 16, UCMJ)	The officer exercising GCM or SPCM convening authority over the accused or the commander of a detached squadron or other detachment (R.C.M. 1302 Art. 24, UCMJ)	Enlisted Members. If an accused objects to trial by SCM, the convening authority may order trial by SPCM or GCM (R.C.M. 1301(c) and 1303, Art. 20, UCMJ)	Any noncapital offense punishable under the UCMJ. SCM normally used to try minor offenses for which the accused was first offered nonjudicial punishment (R.C.M. 1301(c) Art. 20, UCMJ)	One-month confinement, hard labor without confinement for 45 days, restriction for 2 months, forfeiture of 2/3 of 1 month's pay, reduction to AB, reprimand and a fine (R.C.M. 1301 (d)(1), Art. 20, UCMJ). If the accused is SSgt or above, a SCM may not impose a sentence to confinement, hard labor without confinement or reduction except to the next pay grade (R.C.M. 1301 (d)(2))
2	Special	Three or more members and a military judge or, if requested, a military judge only (R.C.M. 501 (a)(2), Art. 16, UCMJ)	The officer exercising GCM convening authority over the accused; the commander of a base, wing, group, or separate squadron when expressly authorized by the MAJCOM commander or designated by the Secretary of the Air Force; or any commander designated by the Secretary of the Air Force (R.C.M. 504 (b) (2), Art. 23a UCMJ)	Any person subject to the UCMJ (R.C.M. 201 (b)(4), Art. 19, UCMJ)	Any noncapital offense punishable under the UCMJ. (R.C.M. 201(b)(5), Art. 19, UCMJ)	<u>Upon enlisted members:</u> bad conduct discharge, confinement for 6 months, hard labor without confinement for 3 months, restriction for 2 months, forfeiture of 2/3 pay per month for 6 months, reduction to AB, reprimand, and a fine (R.C.M. 1003, Art. 19, UCMJ) <u>Upon officers:</u> Forfeiture of 2/3 pay per month for 6 months, restriction for 2 months, reprimand, and a fine (R.C.M. 201 (b)(2), 1003 (c)(2)(A), Art. 19, UCMJ)
3	General	A military judge and at least five members, or a military judge only in noncapital cases (R.C.M. 501 (a)(1), Art. 16, UCMJ)	The President, Secretary of the Air Force, or separate wing when expressly authorized by the Judge Advocate General, or designated by the Secretary of the Air Force, or any commander when designated by the President or Secretary of the Air Force (R.C.M. 504 (b) (1), Art. 16, UCMJ)	Any person subject to the UCMJ (R.C.M. 201 (b)(4), Art. 18, UCMJ)	Any offense punishable under the UCMJ. (R.C.M. 201(b)(5), Art. 18, UCMJ)	Death, a punitive separation (dismissal, dishonorable discharge, or bad conduct discharge), confinement for life or a specified period, hard labor without confinement for 3 months (enlisted members only), restriction for 2 months, forfeiture of all pay and allowances, reduction to AB (enlisted members only), reprimand and a fine (R.C.M. 1003, Art. 18, UCMJ)

The general court-martial is composed of a military judge and at least a five-member panel, which may include at least one-third enlisted members at the request of an enlisted accused. It also includes a trial counsel, defense counsel, the accused, and a court reporter. The accused may request trial by a military judge alone, except in a capital case. The maximum authorized punishment this court-martial may impose is limited only by the maximum allowable for the offenses under consideration, which may extend to death.

#### 11.4.19. Courts-Martial Procedures:

11.4.19.1. **Trial.** When a case is referred to trial, the convening authority (generally the group or wing commander or higher) selects the court-martial panel. Selected panel members will be senior in grade to the accused and be best qualified for the duty by reason of age, education, training, experience, length of service, and judicial temperament. Throughout the court-martial process, commanders and convening authorities are expressly forbidden to exercise any improper influence on the action of the court.

11.4.19.2. **Findings.** The verdict of a court-martial is called "the findings". In the event of a not guilty verdict (acquittal), the trial ends. If there's a finding of guilty, a presentencing procedure follows immediately as an integral part of the court-martial trial. The presentencing procedure helps the court determine an appropriate sentence, and it may be as detailed or brief as considered necessary by the parties of the trial. A sentence of death requires a unanimous vote by the panel, while a sentence of confinement in excess of 10 years requires the concurrence of three-fourths of the panel members. Any other sentence requires the concurrence of two-thirds of the members.

11.4.19.3. **Post-Trial Procedures.** When the court reporter completes the record of the trial, the military judge authenticates it. Before the convening authority approves, disapproves, or reduces all or part of the findings and sentence, the complete record must be submitted to the SJA for review.

11.4.20. **Appeals.** The UCMJ provides for a very elaborate appeal and review process. It's a positive illustration of the strong safeguards for justice to the individual, which Congress enacted as an integral part of military law. Appellate review can neither increase the severity of a sentence nor change an acquittal to a conviction. Practically speaking, appellate review gives the accused person tremendous safeguards of liberty and freedom.

#### 11.4.20.1. Initial Review of Trial Records:

11.4.20.1.1. After every court-martial, a record of the trial is reviewed for legal sufficiency. No trial by court-martial is complete without the convening authority's written approval or disapproval of the findings and sentence.

11.4.20.1.2. The convening authority can approve any portion of the findings or sentence found to be correct in law or disapprove any findings or sentence in whole or part believed to be inappropriate. The convening authority may suspend the execution of any sentence that's been approved, except the sentence of death. In certain instances, the convening authority may order a rehearing of the case. The convening authority may defer the service of a sentence to confinement. A deferment postpones the confinement, and the postponement remains in effect until the proper authority orders the sentence carried out or rescinds it. The convening authority may defer a sentence which hasn't been ordered to be served. But deferment wouldn't be granted, for example, if there's a likelihood that the accused might repeat the offense or flee to avoid serving the sentence.

11.4.20.1.3. Cases in which the accused has an approved sentence which includes a punitive discharge (dismissal, dishonorable discharge, or bad conduct discharge) or confinement for more than 1 year, are automatically reviewed by the US Air Force Court of Criminal Appeals (formerly US Air Force Court of Military Review), unless the review is waived by the accused. All other cases are reviewed by a judge advocate for legal sufficiency.

11.4.20.2. **The US Air Force Court of Criminal Appeals (formerly US Air Force Court of Military Review).** This is the first level of formal appellate review. The court may approve, disapprove, or modify the convening authority's findings and sentence. Unless waived by the accused, this court reviews every record of trial in which death is the sentence; which involves dismissal of a commissioned officer, cadet, or midshipman; which sentenced a member to a dishonorable or bad conduct discharge; or in which the sentence is confinement of 1 year or more. The court also reviews the records of court-martial at the direction of The Judge Advocate General.

11.4.20.3. **The US Court of Appeals for the Armed Forces (formerly US Court of Military Appeals).** The US Court of Appeals for the Armed Forces is the highest appellate court in the military justice system. It's composed of five distinguished civilian judges appointed by the President for a term of 15 years. This court has generally the same power with respect to the cases it hears as other appellate courts. The UCMJ provides that the US Court of Appeals for the Armed Forces may review many types of cases. For example, it reviews all

cases in which the sentence extends to death. The US Court of Appeals for the Armed Forces also reviews cases previously reviewed by the United States Air Force Court of Criminal Appeals which The Judge Advocate General orders forwarded to it for review. The court may grant review, upon petition of the accused, of cases reviewed by the US Air Force Court of Criminal Appeals.

11.4.20.4. ***The US Supreme Court.*** Decisions of the US Court of Appeals for the Armed Forces may be reviewed by the US Supreme Court when the Supreme Court issues a written order for a lower court to forward the case.

11.4.21. **Understanding Your Responsibilities in Military Justice.** The military justice system is one tool used to correct breaches of discipline. In meeting your responsibilities as an NCO, you may have the opportunity to take certain actions under the UCMJ. NCOs have a general responsibility to give their full support to the UCMJ when a breach of discipline occurs. The following are some specific responsibilities that come under this general responsibility. You as an NCO should:

11.4.21.1. Support your commander in the application of the military justice system for maintaining order and discipline.

11.4.21.2. Become involved when breaches of discipline occur in your presence and report all such violations to the proper authorities.

11.4.21.3. Be prepared to investigate incidents when ordered to do so. (This means that you should be familiar with the rules of evidence and resources available to assist you in conducting the investigation.)

11.4.21.4. Be familiar with the rules in the UCMJ for apprehending, arresting, and confining violators of the UCMJ.

11.4.21.5. Be prepared to counsel airmen on their legal rights under the UCMJ or refer them to proper legal authorities for guidance.

11.4.21.6. Provide leadership and counseling to obtain the maximum positive behavior change in the member receiving nonjudicial punishment.

11.4.21.7. The primary purpose of military law is to enforce discipline, which can be defined in the military sense as an attitude that encourages everyone to work voluntarily and enthusiastically toward organizational goals. NCOs should do everything within their power to prevent breaches of discipline from occurring. If all of the efforts at prevention fail, the next most reasonable step is correction through expressions of disapproval, verbal reprimands, or remedial training. The corrective method often brings more desirable results than the punitive method. However, if the corrective method is unsuccessful, the NCO can recommend punitive action be taken.

11.4.21.8. The punitive method is used as a last resort to punish those who repeatedly or seriously violate the standards of conduct required in military life. It can either be nonjudicial punishment (Article 15) or judicial punishment (summary, special, or general court-martial). The readiness and strength of each organization largely depend on how NCOs accept their responsibility and use their authority in relation to the military justice system to maintain discipline. If you don't become an active member in supporting the military justice system--the system, as well as the capabilities of the organization to perform its mission, will suffer.

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## Chapter 12

### LEADERSHIP

**12.1. Introduction.** Your role as an NCO demands that you develop and apply effective leadership skills. This chapter will discuss the nature and need for leadership and then provide a framework for learning about leadership. This framework will be used to provide practical tips for being a leader and describe the functions of a leader in working with followers and dealing with diverse situations. The chapter concludes with suggestions for further developing your leadership skills.

#### 12.2. The Air Force Leadership Concept:

12.2.1. The Air Force defines leadership as the art of influencing and directing people to accomplish the mission. This definition highlights two fundamental elements of leadership: (1) the mission, goal, or task to be accomplished; and (2) the people who accomplish it. Because this is the essence of leadership, all facets of Air Force leadership should support both elements.

12.2.2. Accomplishing the mission is the primary task of every military organization; everything else must be subordinate to it. A successful military leader recognizes that people perform the mission, and without their

support the unit will fail. Thus, meeting the needs of the people is a responsibility equal in importance to meeting the requirements of the mission.

### 12.2.3. The Need for Leadership:

12.2.3.1. The difficulties in defining, assessing, and teaching leadership have led some to question whether leadership exists. Some believe leadership is just a convenient way we make sense of cause and effect in the world around us. Perhaps a leader is just someone to point to when things go wrong.

12.2.3.2. Such an argument seems like nonsense to members of a championship team, an outstanding unit, or any group who has accomplished together what they know they were incapable of doing alone. Most of us believe from past experience that the quality of an organization's leadership largely determines the quality of the organization itself. Successful leaders anticipate change, exploit opportunities, motivate their followers to higher levels of productivity, and lead the group toward its objectives. We believe leadership does exist and goes a long way toward explaining the success or failure of any group.

12.2.3.3. Yet there are some very real problems for leadership and leaders today. Best-selling author Warren Bennis has asked, "Where have all the leaders gone?" He notes the loss of great leaders of the past and the recent downfall of leaders in just about every sector of society--Government, business, religion, and even the Military. There are so many legal and policy constraints on leadership today that many people hesitate to take on leadership positions.

12.2.3.4. These problems led Bennis and others to issue a new call for leaders--people with a vision for the future, men and women who are willing to take risks, those who are not content with the status quo. Today's environment does not allow us to question the existence of leadership; it demands that we develop a new, more complete understanding of the processes involved.

### 12.2.4. A Framework for Studying Leadership:

12.2.4.1. To become better leaders, we must understand the demands of leadership. And to understand leadership, we must do more than study leaders. All leadership takes place in a context which is larger than just the individual leader. Edwin Hollander, in a 1978 book entitled *Leadership Dynamics*, was the first to define a simple but comprehensive leadership framework consisting of the leader interacting with his or her followers in a particular situation.

12.2.4.2. The leader, with a certain personality,

competency, legitimacy, and motivation, must deal with followers who have their own distinct and diverse personalities, competencies, motivations, and expectations. Their interaction occurs in a situation, which can be characterized by the nature of the task, resources of the organization, the physical environment, history of the group, etc. This leadership framework will be our guide for the practical leadership suggestions that follow.

12.3. **Understanding the Leader.** As long as people have recorded history, leaders have been observed and analyzed, and their characteristics have been documented for posterity. In the 20th century, we have undertaken a more scientific study of leaders. This study evolved from a focus on the traits of leaders to an analysis of their behaviors and style of leadership. Along the way, many principles of leadership have emerged.

### 12.3.1. Leadership Traits:

12.3.1.1. Traits can be defined as the personal characteristics or attributes of individuals. It is not surprising that, in an effort to understand leadership, people started by examining the unique characteristics of those who were leaders. Literally hundreds of studies have been performed over the years. The list of qualities found to be desirable for leaders in at least some settings is virtually endless. However, the research also points to a smaller set of general traits (figure 12.1) which consistently relate to leader emergence and effectiveness.

12.3.1.2. After a thorough review of studies conducted from 1904 to the present, researchers Bernard Bass and Ralph Stogdill concluded:

*"The leader is characterized by a strong drive for responsibility and completion of tasks, vigor, and persistence in the pursuit of goals, venturesomeness, and originality in problem solving, drive to exercise initiative in social situations, self-confidence, and a sense of personal identity, willingness to accept the consequences of his or her decisions and actions, readiness to absorb interpersonal stress, willingness to tolerate frustration and delay, ability to influence other people's behavior, and the capacity to structure social interaction systems to the purpose at hand."*  
(Bass, 1990, p. 87)

12.3.1.3. Several of these traits merit more specific consideration and explanation.

12.3.1.3.1. *Achievement Orientation.* Leaders tend to enjoy attaining challenging goals or successfully completing difficult tasks for the satisfaction inherent in their accomplishment. People with a strong need for

### **GOOD LEADERS TEND TO HAVE....**

- **A STRONG DESIRE TO ACHIEVE**
- **A DESIRE TO INFLUENCE OTHERS FOR THE COMMON GOOD**
- **A HIGH ENERGY LEVEL**
- **PERSISTENCE**
- **TASK COMPETENCE**
- **GOOD INTERPERSONAL SKILLS**
- **SELF-CONFIDENCE**
- **A WILLINGNESS TO ACT (DECISIVENESS)**
- **A TOLERANCE FOR STRESS**
- **A HIGH DEGREE OF FLEXIBILITY**

**Figure 12.1. Leadership Traits.**

achievement like jobs where success depends on effort and ability, not luck or circumstances. They want tasks that are challenging and provide the opportunity to use their skills; they enjoy getting feedback on performance so they can chart progress and move toward goal accomplishment.

12.3.1.3.2. *Desire To Influence.* Related to achievement orientation among leaders is a strong need for power. Leaders must want to direct and influence others in the accomplishment of a common goal. This trait must be oriented toward the good of the group and the organization (a socialized power concern). Those who are focused on the personal accumulation and use of power (a personalized power concern) may actually break down team spirit and create confusion between personal and organizational loyalty.

12.3.1.3.3. *Energy Level.* Successful leaders are typically vital, active, and energetic. Leaders share an enthusiasm and a drive to take the initiative. Successful leaders throughout history have demonstrated the importance of mental and physical energy. They work hard along with their subordinates. This energy and commitment set the tone for the group and, thus, affect unit performance.

12.3.1.3.4. *Persistence.* Those with high persistence will continue to pursue goals in spite of obstacles or

adversity. They stick to the task despite difficulty. While the ability to persist is a characteristic of many successful leaders, this trait must be balanced by a realistic assessment of when to move on to another solution for the problem or even to other goals. Taken to the extreme, persistence can become stubbornness.

12.3.1.3.5. *Task Competence.* A great deal of research has looked at the role of leader competence, ranging from general intelligence to job-specific knowledge, skills, and abilities. General intelligence has been found to be somewhat predictive of the emergence and effectiveness of leaders. However, there are also cases where too much intelligence or too much of a difference between the intelligence of a leader and his or her followers can actually be detrimental. While this relationship is variable, as well as controversial, it is undeniable that leaders need a measure of task competence. They must understand the work being done in order to provide proper direction and wise decisions. But task competence is not enough; leaders must also have interpersonal competence.

12.3.1.3.6. *Interpersonal Skills.* Many leaders are extroverts and enjoy almost continuous interaction with others. Whether or not you prefer such interaction, as a leader you need to develop skills for dealing effectively with others. This includes competence in communicating, having empathy and insight into social

situations, showing consideration for others, and instilling cooperation among team members.

12.3.1.3.7. *Self-Confidence.* Leaders tend to be comfortable with their own judgment, abilities, and skills. In particular, leaders must be confident in their ability to successfully influence others toward goal accomplishment. This doesn't mean the leader must be able to do everything well. Leaders must understand their own weaknesses and know when it is necessary to seek the help and advice of others. Leaders with too much self-confidence may paint an inflated and unrealistic self-portrait of themselves and others.

12.3.1.3.8. *Decisiveness.* Along with self-confidence, which enables timely decisions, a leader must have the willingness to act. People respect leaders who make up their minds and follow through on their decisions. More importantly, such decisiveness can be absolutely crucial in military endeavors. Decisiveness also includes the willingness to accept responsibility for one's decisions. Leaders are accountable, both when things go right and when they go wrong.

12.3.1.3.9. *Tolerance for Stress.* Leaders who learn to cope well with stress tend to be more effective because they provide:

*"leadership that results in rationally defensible, high-quality decisions; the appropriate use of available information, skills, and resources; and the enhanced performance of followers in reaching their goals, despite threats and obstacles to doing so." (Bass, 1990, p. 645)*

12.3.1.3.10. *Flexibility:*

12.3.1.3.10.1. Several of the characteristics above, such as persistence and decisiveness, must be balanced by the ability to read the fine points in a given situation and know when to change one's approach. Individuals with high flexibility adapt well to changing situations and avoid wasting effort on courses of action which at one time seemed reasonable but later become unwise. Any of the leadership characteristics can be overdone, changing them from assets to liabilities. As noted by David Porter, "A leader's greatest weaknesses are often simply his or her strengths overdone."

12.3.1.3.10.2. We've listed 10 important traits for leaders to possess. Looking over the list, it is easy for a person to become discouraged, perhaps thinking, "I'll never be like that!" or "Is it necessary for a leader to have all of these characteristics?"

12.3.1.3.10.3. In fact, research shows that there is no single list of traits that determine whether someone will

be a leader. Leaders may have very different traits and yet be effective. Traits vary in their importance, depending on the situation and followers. And possessing any or all of the above characteristics does not guarantee that a person will be an effective leader, but they do increase the likelihood.

### 12.3.2. Leadership Behaviors:

12.3.2.1. Over time, the study of leaders shifted from their internal traits and characteristics, which were often hard to measure, to observable behaviors. Researchers began to ask, "What is it that leaders actually do that determines their effectiveness?"

12.3.2.2. Several studies of leadership behavior discovered the same basic distinctions. Leaders take many actions that relate directly to the task or mission, and also do things that demonstrate concern and support for their people. This is not surprising when leadership is defined as influencing and directing people to accomplish the mission. Definitions of these general components of leadership behavior follow:

12.3.2.2.1. *Concern for Task.* This is sometimes referred to as "task-oriented behavior" or "directing." These behaviors involve assigning tasks to subordinates, planning and scheduling the work, setting standards of performance, coordinating activities, checking on performance, and giving feedback.

12.3.2.2.2. *Concern for People:*

12.3.2.2.2.1. This is also known as "relationship-oriented behavior," "consideration," or "supporting." These behaviors include acting in a friendly and supportive manner, showing concern, talking with and listening to subordinates, seeking their input on decisions, and recognizing their accomplishments.

12.3.2.2.2.2. Most of the theories that propose the task-versus-people distinction maintain that leaders should not focus on one or the other type of behavior but should demonstrate high levels of both. This, again, is consistent with the idea that leadership is the accomplishment of a task through other people. The effective leader must pay attention to both the task and the people.

12.3.2.2.2.3. The relative emphasis of concern for task versus concern for people will vary with the situation; this is a topic to be explored in more detail later. However, consider two brief examples. Leaders who find themselves in charge of very cohesive work groups probably don't need to spend as much time providing support to their people and can concentrate more on structuring the tasks. On the other hand, leaders of well-trained groups performing fairly simple and routine tasks

don't need to focus on task behavior as much; they can spend more time and effort building relationships and maintaining positive work environments.

### 12.3.3. Leadership Styles:

12.3.3.1. Some who have studied leadership behavior have combined the concern for people and the concern for task into a grid representing four or more leadership styles. Illustrative of this approach is Paul Hersey and Ken Blanchard's Situational Leadership Theory. They start with the basic dimensions of task and relationship behavior. Considering high and low levels of each, they describe four styles: telling, selling, participating, and delegating. They claim that each style is appropriate at a different time, depending on the followers and the situation.

12.3.3.2. Here is a short explanation of each style:

12.3.3.2.1. *Telling.* Characterized by high task and low relationship behavior. Here the leader sets goals, defines followers' roles, provides specific directions, controls decisionmaking, and closely supervises and evaluates work. This style may be appropriate with followers who are just learning a new job.

12.3.3.2.2. *Selling.* High task and high relationship behavior. The leader using this style still sets goals, directs activities, and evaluates the work. However, he or she also begins to involve subordinates in decisionmaking by soliciting ideas and explaining decisions. This style would be appropriate as followers gain some competence on the task and want to have input to decisions.

12.3.3.2.3. *Participating.* This style has low task and high relationship behavior. The leader now involves followers in setting goals, identifying and solving problems, and even evaluating their own performance. The leader provides assurance and support and shares responsibility with followers. This approach is appropriate as followers gain real competence on the task but still need the leader's support in making decisions and solving problems.

12.3.3.2.4. *Delegating.* Low task and low relationship behavior. This style is used with subordinates who are very capable and confident in the job they are doing. The leader lets followers control problem solving, accepts their decisions, and lets followers take responsibility and credit for their accomplishments.

12.3.4. **Leadership Principles.** The scientific study of leaders has helped us to better understand their characteristics and the behaviors they manifest in directing and supporting others in accomplishing the

mission. Yet such study is only a partial view, for it neglects some of the intangible characteristics of leadership. (Remember, we defined leadership as an art.) Over the years, many leaders have specified other practical suggestions that are best summarized as principles of leadership (figure 12.2). Here's a sampling of some that will be important to you as an Air Force NCO.

12.3.4.1. ***Know Yourself.*** Successful leaders know their strengths and weaknesses. As a leader, you must recognize your personal capabilities and limitations. Former CMSAF Robert D. Gaylor put it this way: "Sure, everyone wants to be an effective leader, whether it be in the Air Force or in the community. You can and will be if you identify your strengths, capitalize on them, and consciously strive to reduce and minimize the times you apply your leadership style inappropriately."

12.3.4.2. ***Know Your Job.*** Effective leaders are task competent. Competence doesn't just suddenly happen; it is the result of a continual effort to learn and expand one's knowledge of the job and how it relates to the larger organizational mission. The Air Force leader must seek to gain a broad view of the unit's mission and ensure his or her subordinates know how they contribute to mission accomplishment.

12.3.4.3. ***Set a Positive Example.*** Leaders must set the standards for their people and also set the pace for compliance. Subordinates will emulate standards of personal conduct and appearance. This includes physical fitness, use of alcohol, moral conduct, and integrity on the job. In commenting on the vital role of one's character in being a leader, General Matthew B. Ridgway said, "Only those who have disciplined themselves can exact disciplined performance from others." (Taylor and Rosenbach, 1984, p. 23)

12.3.4.4. ***Accept Responsibility.*** When asked to provide a one-word definition of leadership, General Curtis E. LeMay replied, "If I had to come up with one word to define leadership, I would say responsibility." Leaders are responsible both for accomplishing the mission and for taking care of their people. If they fail in either, they're accountable for the consequences. Unwillingness to accept responsibility for any reason destroys a leader's credibility and severs the bond of loyalty with subordinates.

12.3.4.5. ***Conclusion.*** As we said earlier, the leadership framework consists of a leader interacting with his or her followers in a particular situation. Having summarized the key traits, behaviors, and principles of leaders, let's turn our attention to the other components of the leadership framework and discuss some of the practical

- **KNOW YOURSELF**
  - Strengths and weaknesses; capabilities and limitations
- **KNOW YOUR JOB**
  - Task competence, and broad knowledge of organizational mission
- **SET A POSITIVE EXAMPLE**
  - Set the standards for integrity, personal appearance, and conduct
- **ACCEPT RESPONSIBILITY**
  - Be accountable for consequences

**Figure 12.2. Leadership Principles**

functions of leaders in dealing with followers and situations.

#### **12.4. Understanding Followers:**

**12.4.1. People--The Most Valuable Resources.** Critical to accomplishing the mission is understanding and being sensitive to subordinates. Above all else, people are your most valuable resource because they perform the mission. Understanding your people will help you determine the appropriate leadership action to take.

**12.4.2. Leading People.** General Larry D. Welch, former Air Force Chief of Staff, offered some solid guidelines on leading people:

*“Give our Air Force people reasonable goals they can understand and support and the wherewithal to do the job and the trust and authority to do it, get out of the way and they’ll do it. My points of course are not the specifics of what was done-- they are principles that apply across the board:*

1. *Trust in the dedication, capabilities, and motives of good people.*
2. *Reasonable, attainable, worthy goals.*

3. *Resources and authority to each level to get the job done.*

4. *An absolute dedication at higher leadership levels to get rid of obstacles that frustrate and delay people trying to do the mission.*

5. *Providing a professional atmosphere.*

6. *Rewards for success and, when needed, penalties for failure. When we follow those principles, the results are gratifying.”*

**12.4.3. Leadership Methods.** This paragraph on followers and the next one on situations offer some practical methods (figure 12.3) for fulfilling the leadership principles.

**12.4.4. Goals.** Your unit’s mission comes from higher headquarters. It’s your responsibility as a leader to translate and communicate your group’s role in accomplishing this mission. To do this, you must establish goals for your work group. Effective goals:

**12.4.4.1. Are Specific.** Goals must clearly and precisely tell people what they should do. Specific goals increase performance over general, “do your best” goals. Specific goals provide direction for people’s behavior, clarify

## **|| - SET GOALS**

- **Must be specific**
- **Must be measurable**
- **Must be challenging but attainable**
- **Must be accepted and reasonable**
- **Must provide a means for feedback**
- **Must be used to evaluate performance**
  
- **PROVIDE TRAINING AND TECHNICAL GUIDANCE**
  - **Ensure subordinates have the knowledge and ability to perform tasks**
  - **Provide clear job descriptions**
  
- **MOTIVATE SUBORDINATES**
  - **Relate personal goals to unit or group goals**
  - **Relate job performance with inner needs**
  - **Link successful performance to outcomes that subordinates value**
  
- **REWARD AND PUNISH AS NEEDED**
  - **Reward for successful performance**
  - **Use appropriate and timely punishment as motivation tool**
  
- **MAINTAIN CHANNELS OF COMMUNICATION**
  - **Downward**
  - **Upward**
  - **Lateral**

**Figure 12.3. Leadership Methods.**

12.4.4.3. *Are Challenging but Attainable.* Difficult goals increase performance over easier goals, but only to

what needs to be accomplished, and set standards for judging progress toward goal accomplishment.

12.4.4.2. *Are Measurable.* The results of performing the goal behavior should be observable and quantifiable--for instance, number of units completed (quantity) or error rate (quality). Obviously, this applies better to some jobs than others; but in most cases, an outcome can be specified and observed. Just be careful not to overlook important aspects of performance that are hard to quantify and measure only those aspects that are easy to count.

the point they are seen as realistic. This characteristic of setting effective goals helps mobilize behavior, allowing followers to gauge the effort required to perform the task.

12.4.4.4. ***Are Accepted.*** Consistent with the idea that goals must be seen as attainable in the degree of effort required, goals must also be accepted by subordinates as relevant and reasonable. Goal acceptance means followers agree to commit themselves to achieving the goals. Allowing people to participate in setting goals may increase their acceptance of the goals and their performance relative to the goals.

12.4.4.5. ***Provide a means for feedback.*** To improve

their performance, people must be able to gauge their results against standards. Goals will sustain task behavior only when combined with performance feedback. In some cases, leaders will need to tell followers where they stand in relation to the goals and standards of the group. If subordinates can chart their own progress relative to the goals, it will increase their sense of control and ownership of the results.

#### 12.4.5. **Performance:**

12.4.5.1. Not only should goals provide feedback along the way, but people should believe they have a stake in the outcomes and that their performance relative to the goals will contribute to organizational productivity. People perform better when they know that pursuing goals will make a difference.

12.4.5.2. Goals that meet the above criteria will help channel your people's efforts. A leader is challenged to set goals that will help meet both Air Force and individual needs. Molding individual goals into unit goals is paramount in this process. Help your people understand that one of the best ways to attain individual goals is to help achieve unit goals. Through your concern and interest, help them see you as a competent guide charged with assisting them in achieving both personal and work goals.

12.4.6. **Training and Technical Guidance.** Performance is a product of motivation and ability. Yet when people fail to perform, we often attribute the problem to a lack of effort. Leaders must ensure their people have the knowledge and ability to perform the task. Most will have received some training before being assigned to you. Even so, almost everyone requires a clear description of the job they are expected to do, some on-the-job training (OJT), and guidance to varying degrees when they encounter difficulties. The ability component of performance must not be overlooked!

12.4.7. **Motivation.** Even if people understand the requirements of the job and have the ability to perform the task, you could still face performance problems due to a lack of motivation. What we really desire is that people be internally motivated to do the job, not coerced or manipulated into doing it. How can a leader help subordinates become self-motivated?

12.4.7.1. **Goals.** As discussed above, goals help increase performance, particularly if people see their personal goals being related to unit or group goals. Having goals helps direct, mobilize, and sustain performance.

12.4.7.2. **Needs.** People will be motivated to perform on the job as they see performance relating to their inner needs. Air Force people have many needs, ranging from

the basic needs for food, shelter, and safe working conditions to higher-level needs, such as belonging to a group, recognition, and achievement. Create an environment where people can satisfy their needs and take pride in the work they do, and they will perform well.

#### 12.4.8. **Expectations:**

12.4.8.1. To perform effectively, people must believe that their efforts will lead to successful performance of the task and that performance will be linked to outcomes which they value. As a leader, you promote the belief that effort leads to successful performance by making sure people understand the job, are trained and able to perform the work, and have the tools and other resources they need. To promote the belief that performance leads to valuable outcomes, you must recognize successful performance with rewards that are important to the individuals. More on this in the next section.

12.4.8.2. Having laid the foundation for motivation by paying attention to goals, needs, and expectations, let's see how the leader should follow through with the use of rewards and punishments.

12.4.9. **Reward and Punishment.** Implicit in the discussion of goals, needs, and expectations is the idea that people will be rewarded for their efforts. Yet the typical view is that the Air Force already provides everything its members need, so what can a leader at the unit level do to reward good performance? Also, what is the proper role of punishment?

12.4.9.1. **Rewards.** Leaders can still provide a variety of rewards for good performance. Although an Air Force leader can't directly influence pay and benefits, he or she can recommend subordinates for awards and promotions that will indirectly increase their pay. Recognition is a powerful reward for many people, and an increase in responsibility or advancement within the organization may be valued by some. Taking the time to willingly listen to subordinate concerns, and asking for their opinions, can also be potent rewards. Tie rewards to outstanding levels of performance, not just to routine fulfillment of job requirements. It is important not to let your desire to reward your people overshadow your other responsibilities. Heaping praise on average or mediocre performance can embarrass your subordinates and cause them to lose respect for you.

12.4.9.2. **Punishment.** On occasion, you may have to motivate a subordinate to meet standards by using negative consequences. Although too much reliance on punishment will create serious morale problems, situations may arise where the use of punishment is

appropriate and necessary. Here are some important considerations in the use of punishment as a motivational tool:

12.4.9.2.1. Punishment should be delivered as soon after the undesirable behavior as possible to link it directly to the behavior you want to change. Angry, impulsive, or public punishment is likely to be counterproductive. On the other hand, waiting too long weakens the effect.

12.4.9.2.2. Moderate levels of punishment are more effective than low or high intensity levels. Use enough to get your point across, yet the minimum necessary to achieve a positive outcome.

12.4.9.2.3. Punishment is more effective when the person administering the punishment and the recipient have a close, even friendly relationship. Punishment occurs in the context of a relationship between you and your people; you can help ensure it's a relationship of trust and concern.

12.4.9.2.4. Punishment is more effective when it is consistent. Those who commit the same offense in the same unit should be punished in the same way by different leaders.

12.4.9.2.5. Punishment is more effective when there are alternative responses that can be rewarded. Let your people know what you expect and be sure to notice their successes.

12.4.9.2.6. Finally, the leader must explain the punishment and what will happen if the punishment is not effective. In this and all dealings with subordinates, the leader must strive to be a good communicator.

12.4.10. **Channels of Communication.** A leader is an essential part of a unit's formal communication network. Depending on his or her relationship with subordinates, a leader may also be the hub of the informal network in the workplace. Such a relationship helps maintain the leadership role. Good leaders are good communicators who share information with subordinates. A good leader is a good listener, one that subordinates feel they can trust with any problem. Perhaps the most important function of a leader is to facilitate the flow of communication--down, up, and laterally in the organization. The better the flow, the more effective the organization will be.

12.4.10.1. **Downward.** In communicating down the chain, a leader gives subordinates information about goals, standards, and policies. Followers are given feedback about their performance. Good leaders take the time to clearly explain how tasks relate to the overall mission. A good leader is also able to communicate why

someone has been rewarded or punished.

12.4.10.2. **Upward.** Communication upward refers to subordinates giving information to you or requesting information from you. You also communicate upward when you pass along information to your supervisor, request assistance with problems in the workplace, and when you nominate your people for awards and recognition. Encourage your people to “tell it like it is”; don’t “shoot the messengers” when problems need to be solved. Likewise, respectfully telling your superiors the unvarnished truth is a sign of your trust, respect, and loyalty. As the link to higher levels of leadership, open and honest two-way communication is vital and will earn the respect of your people.

#### 12.4.10.3. **Lateral:**

12.4.10.3.1. Leaders communicate laterally when they exchange information with their peers in the unit and outside. By coordinating with other supervisors on such matters as operating procedures, standards, and problems, leaders make everyone’s job simpler. They should work to create a sense of teamwork and common commitment to the overall mission. Interpersonal or intergroup competition can drain vital time, energy, and resources. Effective lateral communication strengthens a unit’s relationship to other units and generates the outside support needed to accomplish the mission.

12.4.10.3.2. Setting goals, providing training and guidance, motivating, rewarding and punishing, and communicating are all vital functions between a leader and followers. Some situations put other special demands on this relationship and on the leader’s actions as we will see in the next section.

**12.5. Understanding Situations.** Leadership always takes place in the context of a specific situation. Traits and behaviors appropriate in one situation may be ineffective in another. Some situations may call for leadership actions above and beyond anything previously experienced. And because it may alter the nature of the relationship between leader and followers, let’s take a look at some of the critical elements of a situation.

12.5.1. **The Mission.** Throughout this chapter, we have highlighted the absolutely central role of the mission. If your mission changes, it will undoubtedly impact your leadership. People may need more direction or training. They may require more supportive behaviors while they adapt to new requirements. The importance of all your leadership actions will be intensified in such a time of transition.

12.5.2. **Environment.** The environment in which you work may also create leadership challenges. Leadership

methods that work in one environment may not work in another. Consider a deployment from a continental US base to an overseas location for an extended period of time. Difficulties with billeting and food services, equipment and parts, weather, and family separation may require a very different style of leadership. Don't take the environment for granted.

**12.5.3. Conflict and Stress.** Changes in mission or environment, as well as a variety of other factors, may produce conflict within the unit or impose stress on its members. The leader must be able to recognize and anticipate these changes and deal with them effectively. Such forces again intensify the importance of all of the leadership actions we have discussed. Experience will help you to be better able to deal with these changes in the situation. How else can leaders enhance their skills and abilities?

**12.6. Developing Leadership Skills.** As a leader, you will want to continue to develop your understanding of leadership requirements, effective interaction with followers, and situational awareness. No single chapter on leadership can give you all the skills you need. With the foundation of the leadership framework and some basic principles and functions of leadership, here are some suggestions to continue your development:

**12.6.1. Develop a Plan.** Consistent with the principle of knowing yourself, evaluate your strengths and weaknesses as a leader. How well does your assessment match that of your superiors, subordinates, and peers? Why not ask them? Then determine what you would like to learn and consider the best way to learn it. Set some definite goals for yourself to develop greater leadership skills; these goals should be based on all of the suggestions found in this chapter.

**12.6.2. Study Leadership and the Profession of Arms.** Leaders must be learners. The military has a long tradition of leadership. Read histories and biographies. Read about successful leaders and learn from their actions. Read about unsuccessful ones and learn what not to do. Read theory and research in the social sciences, looking for practical applications to where you are now. Read about the profession to increase your knowledge and dedication to the military. Detailed professional knowledge is essential to developing your perspective and preparing you to meet the challenges of the future.

**12.6.3. Observe Leaders in Action.** You can also learn from others. Observe the leadership of those around you. Learn from their successes and failures. Think about how you would respond to a certain situation and measure your response against what other leaders do--what results they achieve. Ask others for suggestions in becoming a better leader and be ready to listen!

**12.6.4. Practice Leadership.** Look for opportunities to exercise leadership, on and off the job. Your actions can be as simple as taking the initiative in leading one person in completion of a task, or as complex as organizing a group of volunteers to complete a major project. Learn from your efforts by seeking feedback from others and evaluating your results.

#### **12.6.5. Evaluate and Adapt Your Plan:**

**12.6.5.1.** Evaluate your progress in gaining leadership skills at least once a year. As you learn from certain situations, seek greater challenges. As your situation and opportunities change, adjust your plan. Each new assignment will present you with opportunities to increase your knowledge and experience, often in unanticipated ways. Therefore, reexamine your plan every time you're reassigned or change jobs.

**12.6.5.2.** Your efforts to further develop your leadership will be cheered on by your subordinates and leaders of the past and present. As General S.L.A. Marshall wrote, "*The mastery of superior knowledge... is the fruit of application, preparation, thoroughness, and the willingness to struggle to gain the desired end.*" (Taylor and Rosenbach, 1984, p. 74)

**12.7. Recommended Reading List.** The following sources were used for background information for this chapter and will provide the interested reader with further information on the topics indicated:

**12.7.1.** Bass, Bernard M., *Bass and Stogdill's Handbook of Leadership* (3d ed.). New York: The Free Press, 1990. (The authoritative source book of leadership theory and research; not an easy read but a good source of specific information on every issue connected to leadership.)

**12.7.2.** Hersey, Paul, & Blanchard, Kenneth H., *Management of Organizational Behavior* (5th ed.). Englewood Cliffs, NJ: Prentice Hall, 1988. (Source book on the Situational Leadership Theory, which is also applied to a variety of organizational issues.)

**12.7.3.** Hollander, Edwin P., *Leadership Dynamics*. New York: The Free Press, 1978. (Source of the "leadership framework" of leader, follower, and situation, and a detailed consideration of leader-follower exchanges.)

**12.7.4.** Rustow, D.A., *Philosophers and Kings: Studies in Leadership*. New York: George Braziller, 1970. (This collection contains brief biographies and enlightening perspectives on leadership and leaders throughout history.)

**12.7.5.** Taylor, Robert L., & Rosenbach, William E.,

*Military Leadership: In Pursuit of Excellence.* Boulder, Co: Westview, 1984. (Book of readings by both military leaders and academics; presents an interdisciplinary overview of military leadership at different organizational levels.)

**12.7.6. Yukl, Gary A., *Leadership in Organizations* (2d ed.). Englewood Cliffs, NJ: Prentice Hall, 1989.** (Fairly readable summary of leadership theory and

research from the earliest trait approaches, through leader behavior studies, to modern contingency models of leadership.)

**12.7.7. Yukl, Gary A., *Skills for Managers and Leaders*. Englewood Cliffs, NJ: Prentice Hall, 1990.** (Collection of text, cases, and exercises designed to develop practical leadership skills. Much more applied in nature than his 1989 book.)

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## Chapter 13

### COMMUNICATING IN TODAY'S AIR FORCE

#### 13.1. Introduction:

13.1.1. This chapter is devoted to the basics of written and spoken communication in today's Air Force. It examines the fundamentals of communication in general, then examines spoken communication. It provides important tips to follow to deliver a more effective speech, covers the basic kinds of public speaking, and explains how to get more from the speeches and briefings that you hear.

13.1.2. Next, some important formats for official written communication are presented--from the formal memorandum to the narratives for decorations. Finally, this chapter examines how to effectively improve reading skills.

**13.2. Fundamentals of Better Communication.** The basic guidance for more effective writing is essentially the same as the basic guidance for more effective speaking. The following six steps will help steer you toward becoming a better communicator. These steps are not always followed in sequence and they sometimes overlap, so you'll want to tailor them to your own style and approach.

- Step 1. Analyze purpose and audience.
- Step 2. Conduct research.
- Step 3. Support your ideas.
- Step 4. Get organized.
- Step 5. Draft and edit with English that's alive.
- Step 6. Fight for feedback.

**13.2.1. Step 1: Analyze Purpose and Audience.** Three questions should be answered before undertaking any staff communication: Is communication necessary?

What's the purpose? and Who is my audience?

13.2.1.1. First, make sure you need to communicate. Don't add to the pile of unnecessary paperwork. Some formal or staff communications are not necessary. If the telephone will work, use it. If a short note gets the message across, jot it down. Since resources are almost always scarce, most people won't complain.

13.2.1.2. If the need to communicate is necessary, then set the process in motion by analyzing the purpose. All Air Force writing or speaking falls under one or a combination of four general purposes: to direct, to inform (or question), to entertain, or to persuade. Once you decide the primary purpose of your communication, you'll know where to place the most emphasis.

13.2.1.3. Every communication has at least two audiences: one at the sending end and one at the receiving end. At the sending end, we almost always speak for our organization or functional area. Because we may speak for our supervisors and commanders, we must understand them better and accommodate their views, capabilities, or concerns in our communications. For example, "Do they prefer to write or speak?" or "What is their style?"

13.2.1.4. When we turn to the audience at the receiving end, we confront an entirely new series of questions: How do we want the audience to react?; Is the audience receptive, skeptical, or hostile?; What is the audience's knowledge of the subject?; What tone is appropriate?; and Who is the target of the message?

**13.2.2. Step 2: Conduct Research.** With the objective clearly in mind, you're now ready to research the subject. Your experiences, the experiences of others gained through conversations and interviews, and written or observed material are your main research sources.

13.2.2.1. The first step in researching a subject involves

determining what you already know about it before looking elsewhere. Personal knowledge may suggest a tentative organization, but it'll also point out gaps in your knowledge where you need further research.

13.2.2.2. The second step in the research process is to draw on the experiences of others. People who are interested in the topic may provide ideas during a conversation. The best source of information is often an expert who can help clarify your thinking, provide facts and testimony, and suggest sources for further research. Your files may be an excellent source of research.

13.2.2.3. Your library can also provide you with many valuable sources, such as newspapers, magazines, and encyclopedias. While these periodicals cover a wide variety of material, they don't usually treat a topic as thoroughly as a book on the subject. Depending upon your subject and purpose, you may find one type of reference material more useful than another.

13.2.2.4. Remember to take careful notes; inexperienced communicators start organizing ideas before they have enough material. Effective communicators make an extra effort to write down every idea that's related to their subject; as a result, they're able to review all the information they've compiled on their subject before they start organizing their communication.

13.2.3. **Step 3: Support Your Ideas.** Weak support and faulty logic trip up more good writers and speakers than any other single cause. There are five potential cures for weak support: examples, statistics, testimony, comparison and contrast, and explanation.

13.2.3.1. **Examples.** Examples are specific instances chosen to represent or indicate factual data. Good examples are appropriate, brief, interesting, and attention-getting. Quite often they are presented in groups of two or three for impact.

13.2.3.2. **Statistics.** Statistics can be an excellent means of support if you keep them simple and easy to read and understand. Remember to round off your statistics, when possible. Tell your audience the exact source of statistics.

13.2.3.3. **Testimony.** Testimony is a means of supporting your opinion with the comments of recognized authorities. These comments can take the form of direct quotes or paraphrases, but direct quotations tend to carry more weight.

13.2.3.4. **Comparison and Contrast.** Use comparison to dramatize similarities between two objects or situations, and use contrast to emphasize differences.

13.2.3.5. **Explanation.** Explanation may be used in three ways:

13.2.3.5.1. **Definition.** This is a simple explanation in understandable terms of what you're discussing.

13.2.3.5.2. **Description.** This is similar to "definition" but usually more personal and subjective.

13.2.3.5.3. **Analysis.** This is the division of your subject into small parts and discussion of the questions: Who? What? Where? When? and How? The persuasiveness or "believability" of your argument or the acceptance of your information depends on the strength of your support material. Keep it simple, relevant, and accurate.

13.2.3.6. **Logical Landmines.** "Support" has a cousin called "logic." When the two of them team up against you, you're facing a gang tackle. Once we admit that poor support and weak logic can be our problem and *not merely the other person's problem*, there's hope. It's not possible to talk about all the logic traps writers and speakers can fall into, but highlighted here are a few big ones that will help keep you on track:

13.2.3.6.1. **You Bet Your Bias.** That's what happens when you gather only the data or opinion that supports your view. If your bias leads to tunnel vision, you'll never see the counterarguments. Recognize it and prepare a counterpunch.

13.2.3.6.2. **Asserted Conclusion.** Asserted conclusion is an example of drawing conclusions from insufficient data. We jump to conclusions from too little evidence; we rely too much on "samples of one" (our own experience); something happens twice the same way, and we assume the ability to forecast. If you think you're in danger of jumping to a conclusion, be careful to qualify it. This means introducing your conclusion with a statement like "The trend appears to be....", or "Based on these few samples, my tentative conclusion is...." Let the reader or listener know that you know your conclusion is weakly supported.

13.2.3.6.3. **"Faulty Comparison" Fallacy.** Faulty comparison is based on the assumption that what is true of a simple or familiar situation is also true of a complex situation. "Selling a house is as easy as selling a car." Don't you believe it. This fallacy is also called "faulty analogy."

13.2.3.6.4. **"False Choice" Fallacy.** This fallacy is based on the claim that no middle ground exists. "We should either fight to win or not get involved." There is a considerable range of options between these two positions. Traditionally, this fallacy has been called "faulty dilemma."

13.2.3.6.5. *“Doesn’t Follow” Fallacy.* This fallacy has also been called the old apples-and-oranges argument. Asserting that someone “will make a great first sergeant because he or she was an outstanding crew chief” is nonsense. This fallacy occurs when a conclusion does not follow from the facts presented.

13.2.3.6.6. *Loaded Questions:*

13.2.3.6.6.1. “Loaded” questions or “begging the question” is the practice of slipping in an assertion and passing it off as a fact. Asking “When are we going to stop sinking money into this expensive program?” implies a lack of effectiveness in the program but doesn’t prove it. Consequently, the implied conclusion is unsupported.

13.2.3.6.6.2. Another form of begging the question is to assert something and then challenge someone else to disprove it. Remember, the person who asserts something to be true has the burden of proving it is true.

13.2.3.6.7. *Nonexpert Opinion or Assumed Authority.* Don’t be swayed by an unqualified authority. Being an expert in one area does not make a person an expert in another area. Commercials are filled with examples of this fallacy: famous performers, athletes, and public figures try to sell a wide range of products unrelated to their expertise.

13.2.3.6.8. *Primacy of Print Fallacy.* Be as skeptical and thoughtfully critical of the printed word as you are of the spoken word. Printing something doesn’t make it true.

13.2.3.6.9. *Emotional Appeal.* Obvious examples of this fallacy range from the use of emotionally charged words to name calling. One of the less obvious examples is the bandwagon appeal: “Every good NCO knows that....”

13.2.4. **Step 4: Get Organized.** Once you’ve analyzed your purpose and audience, conducted the research, and built your logical argument, it’s time to organize this material for an effective presentation.

13.2.4.1. *A Basic Framework.* Most communication follows a three-part arrangement: introduction, body, and conclusion. The introduction must capture your audience’s attention, establish rapport, and announce your purpose. The body must be an effective sequence of ideas. And the conclusion must summarize the main points stated in the body and close the whole thing smoothly.

13.2.4.2. *Determine Your Bottom Line.* Your purpose is your bottom “one liner.” It’s what you want the audience to do after digesting your communication. You need to

focus on the bottom line before listing your ideas.

13.2.4.3. *List Your Main and Supporting Ideas:*

13.2.4.3.1. If you’ve exhausted your ideas on the subject and are reasonably certain that you have completed your list, question each item in the light of your purpose. Delete unnecessary items or those items not directly related to your purpose or not required for reader or listener understanding and acceptance.

13.2.4.3.2. Question, sift, revise, and discard until you have only the material you need to support your purpose and the needs of your readers. When you are absolutely certain you’ve retained only the relevant material, you’re ready to identify main and supporting ideas.

13.2.4.3.3. Main ideas and facts represent major divisions or points you expect to develop. When weighed against other facts and ideas, they seem to stand out and appear equally important. They are so vital to your purpose that omission of one or the other would leave you with an unbalanced communication. For example, if your purpose is to describe the strategic triad, your main points would be statements concerning significant characteristics of the three basic weapons systems in the triad: the bomber, the intercontinental ballistic missile, and the submarine-launched ballistic missile. Supporting ideas would describe each characteristic of a weapons system, set it apart from other characteristics, and distinguish one system from another.

13.2.4.4. *Pick a Pattern.* Your next step is to select a structure or pattern that enables you and your audience to move systematically and logically through your ideas from a beginning to a conclusion. Either your purpose, the needs of your audience, the nature of your material, or a combination of the three will almost always dictate one (or a combination) of the following patterns:

13.2.4.4.1. *Topical.* A topical pattern of presentation often springs directly from the subject itself. For instance, an article on housing could be divided in terms of on-base and off-base housing. You could arrange a talk on the Minuteman missile according to the main points of warhead, guidance, and propulsion systems.

13.2.4.4.2. *Time or Chronological.* This pattern discusses events, problems, or processes in the sequence of time in which they take place or should take place (past to present, present to past, or present to future). This pattern is the simplest and most commonly used approach in communication because situations are so frequently based on time sequences. Be careful to select

facts that support the purpose of your communication. In most cases, this pattern is used in writing histories, tracing the evolution of processes, recording problem conditions and solutions, and dealing with other situations that develop over extended periods.

13.2.4.4.3. *Spatial or Geographical.* This pattern is very effective in describing relationships. When using this pattern, the material is often developed east to west or north to south. For example, you might describe buildings along a flight line from north to south; the services offered by a library on its first floor, second floor, and third floor; or the view from one point in a clockwise or counterclockwise movement through space to another point.

13.2.4.4.4. *Cause and Effect.* You should use a causal pattern of arrangement when one set of conditions is given as a cause for another set. In such cases, you may start with either the cause or the effect. When the cause is first, begin with a set of conditions and contend that these conditions will produce or have already produced certain results or effects. For example, in discussing increased numbers of women in the Air Force, you might first describe opportunities for women to assume more demanding leadership roles in the Air Force. One effect of these opportunities might be that women are joining the Air Force in increasing numbers.

13.2.4.4.5. *Problem and Solution.* This pattern presents your audience with a problem and then proposes a way to solve it. Although you can use the problem-and-solution pattern in all three types of speaking or writing (to direct, to inform, or to persuade), it's especially useful to provide your audience with information on which to base decisions. For example, if you want to persuade your listeners that recycling is the best solution to the pollution problem, your first main point may be that the world is drowning in trash, and your second main point may be that recycling is the best long-term solution. A variation of the typical problem-and-solution pattern involves three main parts: the problem, possible solutions, and proposed solutions. You conclude by discussing your solution to the problem and showing how your proposals are superior.

13.2.4.4.6. *Pro and Con.* The pro-and-con pattern is similar to the problem-and-solution pattern in that you plan to lead your audience to some conclusion about the issue you're presenting. A major difference, however, is that both sides of an issue are usually discussed evenly with a pro-and-con pattern, and the order isn't important. After you've presented both sides, the members of your audience are free to draw their own conclusions about the issue presented.

13.2.4.4.7. *Reason Pattern.* This pattern involves stating an opinion or point of view and then developing reasons for it. For example, in discussing a problem with your supervisor, you might express an opinion or point of view you think would lead to a solution. Your supervisor might ask you to put the opinion in writing and discuss the logic that led to the opinion. Your approach might be to write a complete statement of the opinion or point of view and then discuss each reason for the ideas in a series of numbered paragraphs.

13.2.5. **Step 5: Draft and Edit with English That's Alive.** This step involves three separate but closely related ministeps. The first ministepe is to learn how to develop sentences and paragraphs--and doing it with English that's "alive." The second ministepe is to learn how to overcome the "first-draft syndrome." Finally, you'll need to develop a thorough and effective system for editing your work. Why combine these steps? Because you'll actually be doing all three ministeps at once. Well cover this fifth step in three sections.

#### 13.2.5.1. *Develop "Alive" Sentences and Paragraphs:*

13.2.5.1.1. Writing in the passive voice is a military disease. The only way to immunize yourself is to recognize the passive voice and keep most of it out of your writing. Sentences in easy-to-read books, magazines, and letters are about 75 percent active and 25 percent passive voice. Military writers usually reverse that ratio! For example:

<b>Instead of:</b>	Your support is appreciated...
	Requisitions should be submitted...
	The ad hoc committee will be appointed...
<b>Use:</b>	I appreciate your support...
	Submit your requisition...
	Colonel Smith will appoint the ad hoc...

Simply write the majority of your sentences to stress actor, action, and then all else.

Here's another example:

<b>Instead of:</b>	The mouse was eaten by the cat...
<b>Use:</b>	The cat ate the mouse...
	(actor) (action) (all else)

13.2.5.1.2. When we overuse the passive voice and reverse the natural subject-verb-object pattern, our writing becomes lifeless. The active voice makes us human. We get to the point directly with active verbs and fewer words. To spot the passive voice, watch for these forms of the verb to be: am, is, are, was, were, be, being, been; and a main verb usually ending in "ed" or "en."

13.2.5.1.3. *Avoid “it is” and “there is.”* No words hurt military writing more than “it is” or “there is.” They stretch sentences, delay meaning, hide responsibility, and encourage passive voice. Unless “it” or “there” refers to something mentioned earlier, avoid “it is” or “there is.” Like it is constructions, forms of there is make sentences start slowly. Don’t write these delayers without first trying to avoid them.

**Instead of:** It is mandatory that all personnel receive their flu shots.

**Use:** All personnel must receive their flu shots.

**Instead of:** There will be a meeting of the Base Advisory Council at 1000 on 26 July in the main conference room.

**Use:** The Base Advisory Council will meet at 1000 Use: on 26 July in the main conference room.

13.2.5.1.4. *Judge the jargon.* Communication must be adapted to specific circumstances (a minimum of jargon) and be devoid of gobbledygook. Jargon consists of “shorthand” words, phrases, or abbreviations that are peculiar to a relatively small group of people. “DEROS,” “AWOL,” “power curve,” and “chock time” are examples of jargon. *Use jargon only after you have carefully assessed the audience.* Gobbledygook, on the other hand, never serves a useful purpose. It’s merely gibberish used to fill space and impress the innocent. You see a lot in enlisted performance reports (EPR) and recommendations for awards.

13.2.5.1.5. *Set the right tone.* Cultivate a dignified tone, a polite tone, and an understanding tone. An unintentional tone of irritability, stubbornness, or superiority is certain to reduce your effectiveness. The key is to be aware of your tone and use it appropriately.

13.2.5.1.6. *Avoid trite or overused words and phrases.* “In order that...,” “it appears...,” “I would hope that...,” and “state-of-the-art,” are words and phrases that move in and out of style. Do not give in to fads.

13.2.5.1.7. *Cut unnecessary words.* Many writers and speakers add unnecessary words to their phrases because they think padding emphasizes or rounds out a passage. Here is a list of some padded phrases frequently used in communications. The italicized words are unnecessary.

- It came *at a time* when...
- During *the year* of 1968...
- ...at a meeting *held* in Washington.
- 

- In about 2 weeks time...
- At this *point* in time...
- During the *course* of the trip...
- We will determine the facts *at a later date*.

13.2.5.1.8. *Choosing big words versus little words.* Some folks feel a large vocabulary of big words marks them as learned; but, most of the time, short words do a better job. The more words a communicator has to call upon, the more clearly and forcibly he or she can express ideas. But why use “ultimate” when you mean “final,” “prerogative” when you mean “privilege,” or “transpire” when you mean “occur”?

13.2.5.1.9. *Use various shades of meaning.* Use different words to express shades of meaning. The communicator with an adequate vocabulary refers to the “aroma” of a cigar, the “fragrance” of a flower, the “scent” of perfume, or the “odor” of gas, instead of the “smell” of all these things.

13.2.5.1.10. *Vary sentence length.* Avoid long, complicated sentences by making short sentences of dependent clauses. Short sentences increase the pace; long ones usually retard it. The key is to vary your pattern. Constant use of either form can become monotonous.

13.2.5.1.11. *Avoid words that antagonize.* Words that carry disparaging insinuations, make negative suggestions, or call up unpleasant thoughts are tactless and frequently defeat your purpose. Be aware that some expressions may humiliate or belittle your audience.

13.2.5.1.12. *Suppress that and which.* Leave out the word “that” when possible. You can often omit it without changing the meaning. And while you’re crossing out “that,” also go on a “which” hunt. For some reason, people think “which” is a more elegant pronoun - Wrong! Usually replace “which” with “that” or leave it out altogether--you’ll get a better, more fluent, more spoken sentence.

13.2.5.1.13. *Use a positive approach.* A positive approach is much more forceful than a negative approach:

- Negative: You *cannot* go on leave before 1 December.
- Positive: You can go on leave on or shortly after 1 December.

13.2.5.1.14. *Write effective paragraphs:*

13.2.5.1.14.1. Paragraphs are the primary vehicles for developing your ideas, and they serve to group related ideas into single units of thought, separate one unit of thought from another unit, and alert your readers you're shifting to another phrase.

13.2.5.1.14.2. The guiding principle is to develop one main idea in each paragraph. Keep paragraphs to four to seven sentences. Don't start a paragraph because you feel it's time for one. An effective paragraph is a functional unit with a cluster of ideas built around a single main idea and linked with other clusters preceding it and following it. It's not designed for physical convenience. It must perform a definite, planned function by presenting a single major idea or point, describing an event, creating an impression, etc.

13.2.5.1.14.3. Every paragraph should have a topic sentence to focus details, facts, figures, or examples. The topic sentence is the subject and main idea of the paragraph, therefore, it's normally first in the paragraph and the most important. The last sentence should either summarize points made about the topic sentence, clinch the main idea in the readers mind, or serve as a transition to the next topic sentence. Improve your flow of ideas; think in paragraphs rather than sentences. The key to smooth movement between ideas, of course, is to transition.

13.2.5.1.15. *Make smooth transitions.* Transitioning devices provide the links between your key points and the minds of readers. Woven skillfully into your writing or speaking, these devices will make it easier for the readers to follow your line of thought. Use of pronouns that refer to nouns in preceding sentences, repetition of key words and ideas, and use of connecting words and phrases are ways to bridge gaps in thought and move the readers from one idea to another. Whatever your approach, however, you'll eventually have to write that first draft.

13.2.5.2. ***Overcome First-Draft Syndrome.*** Communicators come in two sizes: those who intuitively "wing" the first-draft of a speech or report without an outline, and those who work from a written plan. Either way, they both face the "first-draft syndrome." This syndrome can be recognized by sweaty palms and nervousness. To get started with the first draft, try the following:

13.2.5.2.1. *Pick a format.* Use AFH 37-137, *The Tongue and Quill* (formerly AFP 4-19) to help you establish the framework for your communication.

13.2.5.2.2. *Put your last line first.* As you begin your first draft, put your last line first. Don't be surprised if it looks similar to your original statement of purpose. To make the bottom line your top line, simply open with

your main point. When writing or speaking to someone, start with what concerns that someone the most. When writing or speaking on your own, start with what concerns you the most. Answer questions and then explain them. Make requests, then justify them. Give conclusions and then support them. Imagine you're talking to your audience on the telephone and expect to get cut off any moment. What would you say? That's your main point. Don't leave your audience in suspense. Just as people dislike a speaker who takes forever to get to the point, they also dislike the writer who isn't up front. After you've written your first line, you're ready to follow the steps to the introduction, body, and conclusion.

13.2.5.2.3. *Write the introduction:*

13.2.5.2.3.1. The introduction orients your audience to the content of your communication. It sets the stage and provides clues to your message. Although the content and length of your introduction may vary with your purpose, it should always be brief and pointed. In fact, a simple one-sentence statement of your purpose will be appropriate for many writing or speaking situations.

13.2.5.2.3.2. How about this one? "I regret that I have a prior commitment and can't attend your 28 January conference." An introduction like that isn't elegant, but it gets right to the point. You could probably soften the blow a bit if you add "...thanks for the invitation," but it's not necessary. The statement of regret is adequate. If you feel it's necessary, you can explain your regret or comment on the conference in another paragraph.

13.2.5.2.3.3. Use the same techniques in other situations: give commands before reasons, requests before justifications, answers before questions. Get to the point.

13.2.5.2.4. *Write the body:*

13.2.5.2.4.1. The body of your communication is the message you convey in support of your purpose. It includes your main idea about your subject and the supporting details (under each main idea) necessary to develop and clarify your purpose. You'll probably have a separate paragraph for each of your main ideas, but you should never try to develop two or more ideas in a single paragraph. Your primary purpose at this point is to identify your main ideas. You'll need to occasionally look at your outline; however, don't let it slow you down. You can revise and polish your writing after you develop a rough draft.

13.2.5.2.4.2. Don't worry about including too much detail in your first draft. When you revise and edit the draft, you can combine main and supporting ideas, delete

excess material, and otherwise improve the movement of your logic from idea to idea.

13.2.5.2.5. *Wrap it up.* The conclusion is the third and final part of a well-arranged communication, and it's often the most neglected part. An effective conclusion leaves the reader with a sense that you're justified in ending your communication. Read your introduction and then immediately read your conclusion; this procedure can help you determine if your conclusion flows logically from your introduction and if it fulfills your purpose.

### 13.2.5.3. *Edit and Proof:*

13.2.5.3.1. When you edit, you must shift from the role of writer to the role of critic.

13.2.5.3.2. For effective evaluation, detach yourself emotionally from your material and look at it through "cold eyes," which involves two key actions--one physical and one mental. First, put the draft on a shelf, in a desk drawer, or under a paperweight and let it simmer, preferably for several hours. Second, take time to recall everything you've heard or read about writing. Your success in both actions will make it easier to evaluate your draft.

13.2.5.3.3. When you return to the draft, commit yourself to reading it a minimum of three times. These readings will not only strengthen the cold-eye but will also permit you to concentrate on different aspects of your writing.

13.2.5.3.3.1. *First: Read it for technical accuracy and coverage.* Your primary concern in this reading is if you have completely covered your subject and if you accomplished your purpose. Have you included all information necessary for reader understanding? Have you correctly interpreted any details and figures? Do you need supporting information? Have you made your point, and will your readers see it as you do? Are there factual gaps? This is the time to add information, move material to other paragraphs, or exchange positions of paragraphs. You can ask the same general questions about, and apply the same principles to, messages and one-paragraph memorandums. Don't hesitate to rewrite and revise when you feel it's necessary. Question and weigh all of your material and then decide if you can delete, modify, or consolidate it.

13.2.5.3.3.2. *Second: Read it for arrangement and flow of ideas:*

13.2.5.3.3.2.1. Lower the temperature of the "cold-eye" and give the draft the third degree. Start with the subject line and decide if it accurately reflects the substance of

your communication. If it doesn't, now's the time to improve it. Remember, the subject line should be specific but broad enough to give the readers a good idea of what they are about to read. It shouldn't be so long they get lost in words, or so short that it's meaningless.

13.2.5.3.3.2.2. Now test your introduction against your conclusion. Does your introduction either suggest or state your precise purpose for writing? Does your conclusion show your readers you've accomplished your purpose? Do you let your readers down gradually? Or do you stop with a jerk? Revise as necessary.

13.2.5.3.3.2.3. When you're satisfied your introduction and conclusion play their proper roles, you're ready to apply another test. Read the introduction again, and then read the topic sentences of all paragraphs between the introduction and the conclusion. Are all your topic sentences the main ideas about your subject? Do the major divisions of thought support your purpose? Do the topics logically move from point to point? Revise as necessary.

13.2.5.3.3.2.4. Now concentrate on your supporting sentences in each paragraph, beginning with the introduction. If you have any sentences that don't support main ideas, either delete or revise them so they clearly play their proper roles. Do your ideas flow smoothly? Do all transitional words, phrases, and clauses improve the flow and show proper relationships? Do most paragraphs contain four to seven sentences? Revise as necessary.

13.2.5.3.3.3. *Third: Read it for readability and mechanics:*

13.2.5.3.3.4. Now you're ready to test the potential impact of your communication on your audience. Read the draft aloud and listen to the sound of words, phrases, and sentences. Then try reading it backwards to spot typographical errors.

13.2.5.3.3.5. In checking your communication for readability, always test it for simplicity and directness. The quicker your audience can understand it, the better. The most common barriers to simplicity and directness are:

- Awkward, complicated arrangements of words and phrases.
- Too many words and phrases.
- Long, unfamiliar words rather than short, familiar words.

- Passive, rather than active expressions.
- Monotonous sentences.
- Misplaced modifying words, phrases, and clauses.

13.2.5.3.3.6. All of the above barriers deal with the mechanics of writing. Refer to the mechanics of writing section of AFH 37-137 for a detailed discussion.

13.2.6. **Step 6: Fight for Feedback.** When you've done everything you possibly can to improve your communication, you're likely to feel that it can't be improved any further. But almost all of us are limited in our ability to criticize our own work. We become so personally involved in our purpose and subject matter we tend to forget our audience. Don't permit pride of authorship and fear of criticism to close your mind to suggestions from other people. Your objective is to produce the most accurate and understandable communication possible.

#### 13.2.7. **The Reviewer:**

13.2.7.1. An effective review is consistent, objective, and sensitive to the stated purpose. The ultimate test of the communication is the audience. Thus, when you review the communications of other people, try to distinguish between necessary changes, desirable changes, and unnecessary changes. Even in this role, you're committed to the "cold-eye" approach. Don't try to impose your style or personal preferences on the writing or briefings of others.

13.2.7.2. Responsibility as a supervisor requires tact and patience, especially in approving and disapproving the communications of subordinates. Most people don't deliberately write poorly or fail to give a good briefing. You're responsible for helping your subordinates improve their writing. This obligation may mean helping them to revise or rewrite their communication, especially if they have little or no experience as writers. Whatever your role, tact and patience are key elements.

13.2.7.3. Before you attempt to "nit-pick" the written work of your subordinates, ask yourself these questions: Who will read it? What level of writing is necessary under the circumstances? Is it poorly written? And, is my judgment based on standards in AFM 37-126, *Preparing Official Communications* (formerly AFR 101)? Bear in mind that your people won't write better simply because you tell them to write better. Show them exactly how to improve their writing and help them to improve.

13.3. **Spoken Communication.** The principles we have just covered apply to both written and spoken communication. By using these principles, you will

produce memorandums, reports, speeches, and briefings that clearly communicate with language that is alive. This paragraph focuses on spoken communication--both speaking and listening. It covers basic tips to follow to deliver a more effective speech. It covers the basic kinds of public speaking, and it gives some techniques you may use to get the most out of speeches and briefings you hear.

13.3.1. **Nonverbal and Verbal Communication.** For many people, the hardest part of a talk is actually presenting it. How can you use body movement to enhance a presentation? How can you use your voice effectively? How can you project sincerity? Let's consider these questions.

#### 13.3.1.1. *Nonverbal Communication:*

13.3.1.1.1. Communication experts tell us that we communicate over one-half of our meaning nonverbally. Although we communicate some nonverbal meaning through vocal cues, we carry much meaning through the physical behaviors of eye contact, body movement, and gestures. Control these physical behaviors and improve your speaking skill.

13.3.1.1.2. Effective eye contact can be described as direct and impartial.

Look directly at your listeners, impartially making eye contact with all members of the audience, not just a chosen few. Make it evident to each person in a small group and each section of an audience in a large auditorium that you're interested in them as individuals and eager to communicate your ideas. In this way, you'll establish mental as well as sensory contact with your listeners.

13.3.1.1.3. Effective body movement is free and purposeful. While it isn't essential, you should feel free to move around in front of your listeners; don't let the lectern restrict you. Use your movement to punctuate, direct attention, and otherwise aid communication.

13.3.1.1.4. When you look at your notes, drop your eyes, not your head. In other words, place your notes high enough to see them easily. Don't talk to the visual aids or stand between your visual aids and audience. Remember to check your visual aids for spelling and punctuation.

13.3.1.1.5. Gestures are the purposeful use of the hands, arms, shoulders, and head to reinforce what is said. Effective gestures are both natural and spontaneous. Fidgeting with a paper clip, rearranging or shuffling papers, constantly releasing and retracting the point of a pen, and scratching your ear aren't gestures. They aren't purposeful, and they distract the audience.

13.3.1.2. **Verbal Communication.** How effectively do you use your voice to drive home your ideas or information? Use your control over voice rate, pitch, and pause to create interest in your presentation. A good voice has three important characteristics: It's reasonably pleasant, easily understood, and expresses differences in meaning.

13.3.1.2.1. **Rate.** There is no correct rate of speed for every speech. If you speak too fast, your speech will be unintelligible. If you speak too slowly, your meaning will suffer. If you do not vary your speed, you may lose the audience's attention. A faster rate notes excitement or sudden action, and a slower rate notes calm or fatigue. Use the rate of speech that adds emphasis to your presentation.

13.3.1.2.2. **Volume.** Volume is another verbal technique that can give emphasis to a speech. If possible, survey the room where you will deliver your speech. Take time to talk in the room. Ask someone if you can be heard in the back of the room. Know how loudly you must talk. With the room filled, you will need to talk louder because the crowd will absorb the sound. If the members of the audience must strain to hear you, they will eventually tune you out from utter exhaustion. Use a change in volume to emphasize a point. This can either be louder or softer. A softer level or lower volume is often the more effective way to achieve emphasis.

13.3.1.2.3. **Pitch.** Pitch is really the use of notes (higher or lower) in voice range. You can use pitch changes in vowels, words, or entire sentences. You can use a downward (high to low) inflection in a sentence for an air of certainty and an upward (low to high) inflection for an air of uncertainty. Variety in speech pitch helps to avoid monotone and rivets the listener's attention.

13.3.1.2.4. **Pause.** The pause gives you time to catch your breath and the audience time to absorb your ideas. Pauses in speeches serve the same function as punctuation in writing. Short pauses usually divide points within a sentence, and longer pauses note the ends of sentences. You can also use longer pauses for breaks from one main point to another or from the body to the conclusion of your speech.

13.3.1.2.5. **Articulation and Pronunciation:**

13.3.1.2.5.1. Articulation is the art of speaking intelligibly and making the proper sounds with the lips, jaw, teeth, and tongue. Of course, you can articulate a word and still mispronounce it. If you are not sure of your pronunciation, consult a dictionary.

13.3.1.2.5.2. Make your words distinct, understandable, and appropriate to your audience. Be very careful of your

language. Off-color jokes and profanity might not offend everyone; but, if using them offends just one person in your audience, your image (and possibly your message) could be destroyed. Why take the chance?

13.3.1.2.6. **Length.** Length of presentation is crucial. Above all else, be brief and concise. Don't waste the audience's time; have your stuff together before you speak and know what you want to say.

13.3.1.2.7. **Practice Aloud.** If possible, practice your speech or briefing in front of a critical listener and "dry run" it at the office or in the room where you will make your presentation. Is there a smooth flow? Does your projector work? Make your speech appear natural.

### 13.3.2. **Military Speaking:**

13.3.2.1. **Methods for Presenting a Talk.** Speakers can use one of four methods of presentation: memorizing, manuscript reading, impromptu, or extemporaneous.

13.3.2.1.1. **Memorizing.** Speaking from memory is a poor method of delivering talks because it doesn't allow the speaker to adjust to the particular situation. Furthermore, the danger of forgetting is ever present.

13.3.2.1.2. **Manuscript Reading.** Reading a talk from a manuscript allows you to plan the exact words and phrases to use; but the disadvantages of reading, rather than speaking naturally, usually outweigh the advantages.

13.3.2.1.3. **Impromptu.** Impromptu speaking is what we do when asked to respond during a meeting or take the floor at a conference. It's what we do when we have to speak publicly without warning or on a few moments' notice. To do it well requires a great amount of self-confidence, mastery of the subject, and the ability to "think on your feet." A superb impromptu speaker has achieved the highest level of verbal communication.

13.3.2.1.4. **Extemporaneous.** Extemporaneous speaking, on the other hand, refers to those times when we are given ample opportunity to prepare. This doesn't mean we write a detailed script and then memorize every word of it, but it does mean a good extemporaneous speaker will carefully plan and practice the presentation. A thorough outline provides the necessary foundation. The specific words and phrases used at the time of delivery, however, are basically spontaneous and sound very natural. (**NOTE:** Although Noah Webster didn't distinguish between extemporaneous and impromptu speaking, he should have. Individuals who can present briefings extemporaneously or in the impromptu fashion are the envy of everyone. They appear knowledgeable of their topics and comfortable in their roles as speakers.

They are both of these because they either researched, practiced, and rehearsed their presentations (extemporaneous speaking) or have been experts on their subject for some time and know how to present their views with clarity on a moments notice (impromptu speaking).)

13.3.2.2. **Types of Speaking.** There are several types of speaking we use in the Air Force. For the benefit of our readers, we'll be discussing three: briefing, teaching lecture, and the formal speech.

13.3.2.2.1. **Briefing:**

13.3.2.2.1.1. The best military briefings are concise and factual. Their major purpose is to inform listeners about a mission, operation, or concept. Sometimes, they direct or enable listeners to perform a procedure or carry out instructions. At other times, they advocate, persuade, or support a certain solution and lead the audience to accept it. For example, a briefer may want supervisors to accept a certain solution to a training problem. Every good briefing has the qualities of accuracy, brevity, and clarity. These are the "ABCs" of a briefing. Accuracy and clarity characterize all good speaking, but brevity distinguishes the briefing from other types of speaking. By definition, a briefing is brief, concise, and direct.

13.3.2.2.1.2. Briefers must be as brief and to the point as possible. At the same time, they should anticipate some of the questions that may arise and cover them in the briefing. If you cannot answer a question, do not attempt an off the top of your head answer. This kind of response may come back to haunt you. Admit you don't know the answer, and offer to provide it later.

13.3.2.2.2. **Teaching Lecture.** The teaching lecture is the method of instruction most often used in the Air Force. As the name implies, the primary purpose of a teaching lecture is to teach students about a given subject. For convenience, we'll divide teaching lectures into two types. Formal lectures are generally one-sided with no verbal participation by the students. Informal lectures, the second type, are usually presented to smaller audiences and allow for verbal interaction between the instructor and students.

13.3.2.2.3. **The Formal Speech.** A formal speech generally has one of three basic purposes: to inform, persuade, or entertain.

13.3.2.2.3.1. The informative speech is a narration concerning a specific topic but doesn't involve a sustained effort to teach. Orientation talks and presentations at commanders call are examples of informative speeches.

13.3.2.2.3.2. The persuasive speech is designed to move

an audience to believe in or take action on the topic presented. Recruiting speeches to high school graduating classes and court-martial summations are speeches primarily developed to persuade.

13.3.2.2.3.3. The entertaining speech gives enjoyment to the audience. The speaker often relies on humor and vivid language to entertain listeners. A speech to entertain would be appropriate at a Dining-Out.

13.3.3. **Listening Effectively.** Listening is the most neglected communication skill. All of us have had instruction in reading, writing, and speaking, but few of us have ever had any formal instruction in listening. This lack of instruction is especially interesting in light of research showing most of us spend 7 out of every 10 minutes we're awake in some form of communication activity. Of these 7 minutes, or 70 percent of our time awake, 10 percent is spent writing, 15 percent reading, 30 percent talking, and 45 percent listening.

13.3.3.1. **The Process of Listening.** Listening is a complex process involving four separate but interrelated components. Understanding these components can help you become acquainted with the process and improve your listening.

13.3.3.2. **Receiving.** This component is the physical process of receiving verbal and nonverbal stimuli that form the message. If you don't hear all the words or see the visual symbols or gestures that accompany the verbal message, your listening ability declines.

13.3.3.3. **Attending.** Ignore distractions and pay close attention to the communicator. Distractions include thoughts unrelated to the subject being presented, extraneous reading material, operating audiovisual equipment, and your neighbors in the audience.

13.3.3.4. **Assigning Meaning.** Paying attention to a speaker doesn't necessarily mean that you're listening effectively. For instance, you can receive a message while paying close attention to a foreign language speaker and still not engage in the total listening process. To do so, you must be able to attach meaning to the message you're receiving.

13.3.3.5. **Remembering.** This last and most involved component of the listening process refers to storing information in ones mind for the purpose of recalling it later.

13.3.4. **Obstacles to Listening.** There are a number of reasons why we don't listen as well as we should. We can classify these reasons into five major categories:

13.3.4.1. **Conceptual.** For a long time, listening was

considered a passive and natural activity; therefore, little attempt was made to teach people how to listen. Recently, however, we've realized that effective listening takes work and total involvement by receivers if they're to effectively share meaning with the sender.

13.3.4.2. **Organizational.** Organizational managers have tended to treat listening as inconsequential to the success of their organization. Superiors expect subordinates' to listen to them, but they often haven't seen the importance of listening to subordinates ideas. Fortunately, the Air Force emphasizes effective listening both up and down the chain of command.

13.3.4.3. **Procedural.** We often listen to the right people, but not necessarily at the right time. For example, a young airman may listen carefully when reprimanded by a senior NCO, but the reprimand may not have been needed if the airman had listened to instructions he or she was given earlier.

13.3.4.4. **Language.** We often encounter difficulties in communicating due to different levels of language proficiency. For instance, an Air Force manager with one perspective may encounter difficulties conversing with a subordinate who differs in educational background, expectations, and experience. As suggested earlier, words mean different things to different people. Another language obstacle is the emotional quality of words. We must be aware that the emotional meaning of words can sidetrack us.

13.3.4.5. **Attitudinal.** Our attitudes provide a major obstacle to effective listening. So, let's take a moment to look at some of the most common attitudinal obstacles.

13.3.4.5.1. We have a natural tendency to evaluate and approve or disapprove what other people say. The solution to this obstacle is to listen with understanding and consideration. Also, many people adopt the attitude that they're somehow superior and listeners are inferior. The more aggressive a person is, the greater the tendency will be for that person to dominate the floor rather than listen to what others say.

13.3.4.5.2. Another obstacle is believing that listener's intelligence is closely related to listening behavior. In fact, there's little correlation between intelligence and listening. It's also natural to assume that as we get older we become better listeners--this isn't necessarily true. We tend to become less effective listeners as we get older unless we make a real attempt to improve. Some people also erroneously believe that because they're good readers they're good listeners. Certainly, both reading and listening involve processing information, but there's a much smaller correlation between reading and listening

behavior than many people think.

13.3.4.5.3. Finally, being able to hear well doesn't automatically give a person an advantage in listening effectively. As suggested earlier, a person may receive the stimulus and even pay attention to it; however, effective listening also involves assigning meaning and remembering. The one fact that really distinguishes hearing from listening is this: hearing involves the receiving of stimuli, while listening involves all four components of the listening process.

13.3.5. **Suggestions for Improving Listening.** Research and practical experience provide several suggestions for improving listening. All suggestions don't apply in all cases, but at least one will probably apply in a given situation.

13.3.5.1. **Get Ready To Listen.** Listening requires physical and mental preparation. Put away newspapers, books, and other materials that can divert your attention from the speaker's message. "Tune out" distractions, such as noise or minor physical discomforts. Be ready to catch the speaker's opening remarks. The rest of the message often builds on the opening statement. If a lecture requires listeners to have a basic knowledge of the subject, prepare by reading or otherwise familiarizing yourself with the topic.

13.3.5.2. **Accept Responsibility for Understanding.** Don't assume the attitude, "Here I am; teach me--if you can." Such listeners believe knowledge can be poured into them as water is poured into a jug. Effective listening and learning require work. If you don't understand something the speaker is saying and the setting allows for questions, ask. More often than not, your question will be on other listeners minds too.

13.3.5.3. **Listen for Ideas, Not Just Facts.** Some people boast, "I listen only for the facts." By concentrating exclusively on individual supporting facts, they may actually miss the main ideas. Facts "A," "B," and "C" may be interesting in their own right, but a speaker's reason for offering these facts is usually to develop an important generalization from them.

13.3.5.4. **Don't Tune Out Dry Subjects.** Be an opportunist. Ask, "What's in it for me?" The natural inclination to pay attention to interesting information and avoid dull material can prevent you from learning what you need to know.

13.3.5.5. **Don't Be Argumentative.** Listen to understand rather than refute. Pay close attention so you can understand what the speaker is saying. This effort to understand the speaker's message, among other things, will give you time to think of constructive comments and

make a positive impression if you're required to participate in the discussion.

13.3.5.6. ***Keep Your Mind Open.*** As suggested earlier, try not to overreact to emotion - triggering words or situations. Instead, view the speaker's message in its entirety. In other words, regard each piece of the "puzzle" as an integral part of the big picture, and concentrate on fitting these pieces together to complete the picture instead of judging how each piece stands alone.

13.3.5.7. ***Understand the Speaker's Perspective.*** What do you know about the speaker? What does the speaker know about the audience? This type of knowledge will help you better understand the speaker's message.

13.3.5.8. ***Don't Judge the Speaker's Delivery.*** Unless your purpose is to critique the speaker's delivery, don't let it influence your response to the message. As mentioned in an earlier section of this chapter, speakers use delivery to influence listeners; but, as a listener, be careful to respond to content first and delivery last.

13.3.5.9. ***Capitalize on the Speed Differential.*** Thought operates four times faster than the normal rate of speech. An average person speaks at a rate of 135 words a minute; most listeners can process up to 500 words a minute. Use this differential to summarize, anticipate, and formulate questions based on the speaker's message.

13.3.5.10. ***Adjust to Listening Handicaps.*** A thick foreign accent, poor grammar, a room with poor acoustics, and the subject of the last speaker in a very long program may all present handicaps to effective listening. However, just being aware of the handicaps can help you remedy the problem.

13.3.5.11. ***Organize for Learning.*** Speakers can enhance listening by constructing their ideas and making the organization clear to the audience. If the structure is unclear, listeners must arrange information as it's being presented so they can understand and remember it easier. Prepare yourself to retain information presented by asking these questions: What point is the speaker trying to make?; What main ideas should I remember? And, how does this information relate to what I already know?

13.3.5.12. ***Decide on Your Role and Purpose.*** What type of listening are you involved in? Are you listening primarily for information...to improve a relationship...to make a critical decision...to relax? Your purpose for listening will determine the role you play. In other words, the question you must ask yourself is, "Why am I listening?" When you can answer this question, you're ready to begin listening effectively.

13.4. **Written Communication.** The principles of effective communication apply equally well to written and spoken communication. This paragraph will not repeat those principles, but it will provide the basic formats of written Air Force communication. These formats are the most common and familiar ways of preparing all official correspondence, performance evaluations, and memorandums. In addition, this paragraph concludes with a discussion of effective reading--the techniques to use to get the most from the official publications you must read.

#### 13.4.1. Common Writing Formats:

13.4.1.1. ***The Official Memorandum.*** The official memorandum is an efficient way to communicate and is instantly recognizable (figure 13.1). The following basic principles of common sense continue to apply:

13.4.1.1.1. All official memorandums are now prepared on uncaptioned letterhead paper. Headings are typed along with the text (figure 13.1).

13.4.1.1.2. Type or print only on one side of the paper, using black or blue-black ribbon.

13.4.1.1.3. Correct minor typographical errors neatly and legibly in ink on all correspondence, but don't redo correspondence to correct a typographical error, word omission, or other minor error that does not change the writer's intent. Redo correspondence to correct a minor error only if the correction is sufficiently important to justify the time, purpose, and expense.

13.4.1.1.4. Type the memorandum as shown in figure 13.1.

#### 13.4.1.2. *The Personal Memorandum:*

13.4.1.2.1. The personal memorandum (figure 13.2) is actually an official memorandum written in a personal style. Use a personal memorandum to correspond about matters that require warmth and sincerity. The most common reasons for sending a personal memorandum are to express condolences, inform a concerned party of a serious illness, or send semiofficial congratulatory or welcoming memorandums. You can also use this type of memorandum to address personal problems that are best handled informally or to respond to another personal memorandum.

13.4.1.2.2. When you decide it's best to write a personal memorandum, follow the same guidelines given for the official memorandum. The major difference between the two memorandums is the format. You should prepare the personal memorandum on letterhead stationery without



DEPARTMENT OF THE AIR FORCE  
HEADQUARTERS UNITED STATES AIR FORCE

2 February 1994

MEMORANDUM FOR HQ AETC/IM

FROM: SAF/AAIQ  
1610 Air Force Pentagon  
Washington DC 20330-1610

SUBJECT: Format of the Air Force Official Memorandum (Your Ltr, 15 Jan 94)

1. References: (One reference is listed in the subject line as shown above; two or more are referenced in the first paragraph as shown here.)
  - a. AFM 37-126, *Preparing Official Communications*.
  - b. AFH 37-137, *The Tongue and Quill*.
2. This is the prepared letterhead format for the Air Force official memorandum. The heading will be generic consisting of two or three lines: Department of the Air Force, etc., and the organization (Headquarters Air Combat Command, Headquarters United States Air Force, etc.), and the location with the ZIP code (optional). Printed letterhead stationery for wing level is normally used if the quantity needed justifies the printing cost. Any unit without its own letterhead may use its parent unit's and identify its organization and functional address symbol in the FROM caption. Be sure to include the 9-digit ZIP code with the full address in the FROM caption.
3. The style of writing is yours. However, when writing for someone else's signature, try to write as though that person were speaking. Be succinct, use active voice, and keep it short (one page, if possible). Include extensive background material as an attachment rather than within the memorandum itself.
4. If you want a response directed to a project officer rather than the signer, include that person's name, functional address symbol, and telephone number in the body of the memorandum.
5. Even though most signers want their signatures on a perfect product, minor errors may be neatly corrected in ink.

*Mary B. Powell*

MARY B. POWELL  
Management Analyst  
ADMINCOMM & Records  
Management Division

Figure 13.1. The Official Memorandum.



DEPARTMENT OF THE AIR FORCE  
HEADQUARTERS UNITED STATES AIR FORCE

1 Jul 95

HQ Civil Air Patrol  
105 South Maxwell  
Maxwell AFB AL 36112-6332

Lt Col Roger W. Barnes  
7000 Military Drive W.  
San Antonio TX 78236-8584

Dear Roger

Thanks for your fax. Here is the information you asked for concerning the Air Force's use of the personal memorandum. I am returning this by mail because this memorandum also functions as a cover memorandum for the draft copy of the new CAP Chaplain Handbook I promised you.

Personal memorandums are usually prepared on letterhead stationery with the sender's address element four lines below the date. The date is placed ten lines from the top of the page on the right side. The greeting is normally in the format: "Dear XXXX" and complimentary close is normally "Sincerely." Notice that you do not use punctuation after either. There are two major changes from previous letter formats. You can see that paragraphs are indented five spaces rather than being flush with the left margin. You can also see that the complimentary close and signature elements are approximately three spaces to the right of the center of the page. The signature element begins five lines below the last line of text. Place your list of attachments three lines below the signature element and flush with the left margin.

Personal memorandums are really official memos prepared in a personal style. They are appropriate for welcome memorandums, memorandums of appreciation, memorandums of condolence, or any other occasion when a situation might be better handled in a personal matter. Attachments, if any, are listed in the same way as in an official memorandum.

Sincerely

*Lynn J. Stone*

LYNN J. STONE, Lt Col, USAF  
Chief, Professional Development Flight

Attachment  
Draft CAP Chaplain Handbook

**Figure 13.2. The Personal Memorandum.**

MEMO FOR RECORD

2 July 1995

SUBJECT: Preparing a Separate-Page Memorandum for Record (MR)

1. Use a separate-page MR to fulfill the functions discussed on the preceding page.
2. Type or write it on a separate sheet in this format. Use 1-inch margins and number the paragraphs. A full signature block is not necessary, but the MR should be signed.



STEVEN W. BENNETT  
AFOMS/OMP

**Figure 13.3. Separate-Page Memorandum for Record (MR).**

MEMO FOR RECORD

2 Jan 94

Omit the subject when typing the explanatory MR on the record copy. Space permitting, type the MR and date two lines below the signature block. When there isn't, type "MR ATTACHED" or "MR ON REVERSE" and put the MR on a separate sheet or on the back of the record copy if it can be read clearly. Number the paragraphs when there is more than one. No signature block is required; merely sign your name after the last word of the MR. *Michael L. Fish*

**Figure 13.4. Explanatory Memorandum for Record (MR).**

captions at the top and without a slogan at the bottom. It should include a salutation (normally it's "Dear XXXX") and a complementary close (usually "Sincerely"). Also, don't number the paragraphs as you do for an official memorandum.

13.4.1.3. **Memorandum for Record (MR).** The MR is an informal document with a set format. It's a tool for recording information that refers to a certain piece of correspondence or for noting certain actions. The separate-page MR and the explanatory MR are two methods used most often.

13.4.1.3.1. *Separate-Page MR.* The separate-page MR is an in-house document to record information that would otherwise not be recorded in writing (for example, a telephone call or results of a meeting or information passed to other staff members on an informal basis). People who work together every day generally pass most information to their office mates verbally, but there are

times when information should be recorded and kept on file. An MR is the right tool for this purpose. A "MEMO FOR..." or a "TO:" line can be added to specifically target the addressee. Figure 13.3 illustrates the format for the separate-page MR.

13.4.1.3.2. Explanatory MR:

13.4.1.3.2.1. The explanatory MR is usually on the file copy of most correspondence (figure 13.4). It gives the reader a quick synopsis of the purpose of the correspondence, tells who got involved, and provides additional information not included in the basic correspondence. By reading both the basic correspondence and the MR, readers should understand enough about the subject to coordinate or sign the correspondence without having to call or ask for more information.

13.4.1.3.2.2. If the basic correspondence really does say it all, an explanatory MR may not be required. However,

some organizations still require you to at least acknowledge you haven't merely forgotten the MR by including, "MR: Self-Explanatory" on the file copy.

13.4.1.2. **Performance Feedback Worksheet (PFW).** The PFW (figures 13.5, 13.6, and 13.7) is a private communication between you and the ratee. To be effective, your ratings and comments should provide realistic performance feedback to help the ratee improve duty performance. The PFW must be handwritten, not typed or placed in a word processor. The PFW isn't an official record of performance and can't be used in any proceedings unless it's first introduced by the ratee or the ratee alleges that you didn't hold a required feedback session. You may keep a copy of the feedback form for your personal use in conducting future feedback sessions with the ratee; however, you're prohibited from showing the completed PFW to anyone. Therefore, it's important for you to remember that feedback sessions in which performance or conduct is discussed, which may result in further administrative or judicial action, must be documented on a form other than the PFW (such as, AF Form 174, **Record of Individual Counseling**).

#### 13.4.1.3. **Enlisted Performance Report (EPR):**

13.4.1.3.1. Comments, in bullet statement format, should be written so they can be quickly and easily understood. The newspaper reporter and the EPR writer have much in common. Each must accurately describe past events in a relatively small amount of space. The information in the following paragraphs should help you improve your EPR writing and accurately record the airman's duty performance.

13.4.1.3.2. When you prepare the EPR, you should type it. You may use correction fluid and pen-and-ink changes to correct minor errors, except in sections III and IV. Correction tape is not allowed, and any corrections and erasures that change the meaning of a sentence must be initialed. You must not submit reports containing an excessive number of corrections or erasures. While the quality of reports is important, exercise good judgment in determining which reports require retyping. Make every effort to reduce errors, but don't demand unrealistic standards. The main guides for preparing the "comments" sections of the EPR are commonly accepted standards of English. You are required to use bullet statements.

13.4.1.3.3. Remember the EPR is a formal account of a subordinate's duty performance during a specific time period. The report must accurately describe the ratee. In addition, it must be neat and concise. Keep in mind that personnel decisions (promotion, reassignment, retraining, recognition, etc.) are made based on your

description of the ratee's duty performance.

13.4.1.3.4. Up to this point, we have been discussing some very general information concerning the EPR. Now let's take a look at some specific areas that you should be aware of when you prepare the EPR. Figures 13.8, 13.9, 13.10, and 13.11 are examples of completed EPRs.

13.4.1.3.5. There are certain types of material that are inappropriate and you do not include in the evaluation process or in the comments in the EPR. Do not consider or refer to:

13.4.1.3.5.1. Classified information in an EPR. If an entry would result in the release of classified information, use the word "classified" in place of the entry.

13.4.1.3.5.2. An action against the ratee resulting in an acquittal or in failure to implement successfully an intended personnel action.

13.4.1.3.5.3. Statements, testimony, or data obtained by, or presented to, boards that are confidential under AFI 91-204, *Investigating and Reporting US Air Force Mishaps* (formerly AFR 127-4).

13.4.1.3.5.4. Actions the ratee takes outside the normal chain of command through procedures that represent guaranteed rights of appeal, such as The Inspector General, Air Force Board for Correction of Military Records, Congressional Inquiry, and so on.

13.4.1.3.5.5. Recommendations for decorations. However, you may include in the EPR those decorations actually approved as of the closeout date. For evaluation purposes, decorations refer to only those ribbons or medals authorized for wear on the Air Force uniform. You may mention nominations for honors or awards, such as Outstanding NCO of the Quarter.

13.4.1.3.5.6. The ratee's race, color, religion, gender, national origin, age, handicap, or other factors when such references could be interpreted as reflecting favorably or unfavorably on the ratee. You may use pronouns he, she, him, her, his, or hers.

13.4.1.3.5.7. Temporary or permanent disqualification under AFI 36-2104, *Nuclear Weapons Personnel Reliability Program* (formerly AFR 35-99). You may refer to the ratee's behavior that resulted in the disqualification but should not refer to the disqualification under AFI 36-2104.

13.4.1.3.5.8. Any score data on the WAPS score notice or the senior NCO promotion score notice (board score, test scores, etc.).

I. PERSONAL INFORMATION		
NAME <i>Cheryl A. Irwin</i>	GRADE SrA	UNIT AFOMS
II. PRIMARY DUTIES		IV. COMMENTS
<i>The rater lists the ratee's primary duties in this section</i>		
<i>continue in section IV, if necessary</i>		
III. PERFORMANCE FEEDBACK		
A. PRIMARY DUTY FACTORS		
<div style="display: flex; justify-content: space-between;"> <span>needs significant improvement</span> <span>needs little or no improvement</span> </div>		
1. PRODUCTIVITY <div style="margin-left: 100px;"> Quality of Work      ←————— X —————→  Quantity of Work    ←————— X —————→  Timeliness of Work   ←————— X —————→ </div>		
2. TRAINING <div style="margin-left: 100px;"> Upgrade (OJT/CDC)      ←————— X —————→  Proficiency/Qualification   ←————— N/A —————→  Contingency/Mobility/Other   ←————— X —————→ </div>		
3. RESPONSIBILITIES <div style="margin-left: 100px;"> Safety      ←————— X —————→  Security      ←————— X —————→  Control and Safeguard of Equipment   ←————— X —————→ </div>		
4. PERSONAL QUALITIES <div style="margin-left: 100px;"> Initiative      ←————— X —————→  Job Knowledge   ←————— X —————→  Punctuality      ←————— X —————→  Loyalty/Dedication   ←————— X —————→  Working Relations   ←————— X —————→  Communication Skills   ←————— X —————→ </div>		
B. GENERAL MILITARY FACTORS		
<div style="display: flex; justify-content: space-between;"> <span>needs significant improvement</span> <span>needs little or no improvement</span> </div>		
1. STANDARDS <div style="margin-left: 100px;"> Dress and Appearance   ←————— X —————→  Weight      ←————— X —————→  Fitness      ←————— X —————→ </div>		
2. CONDUCT/BEHAVIOR <div style="margin-left: 100px;"> On/Off Duty      ←————— X —————→  Financial Responsibility   ←————— X —————→  support for Organizational Activities   ←————— X —————→  Respect for Authority   ←————— X —————→  Human Relations   ←————— X —————→  Customs and Courtesies   ←————— X —————→  Maintenance of Government Quarters/Facilities   ←————— X —————→ </div>		
C. ADDITIONAL FACTORS		
<div style="margin-left: 100px;"> ————— ←—————→  ————— ←—————→  ————— ←—————→  ————— ←—————→ </div>		

Figure 13.5. AF Form 931, Airman Performance Feedback Worksheet (PFW) (Front).

I. PERSONAL INFORMATION			
NAME <i>Steven W. Bennett</i>	GRADE SSgt	UNIT AFOMS	
II. PRIMARY DUTIES		IV. COMMENTS	
<i>The rater lists the ratee's primary duties in this section</i>			
<i>continue in section IV, if necessary</i>			
III. PERFORMANCE FEEDBACK			
	needs significant improvement		needs little or no improvement
A. JOB PERFORMANCE			
Quality of Work	←=====X=====→		
Quantity of Work	←=====X=====→		
Timeliness of Work	←=====X=====→		
Practices/Enforces Safety	←=====X=====→		
Practices/Enforces Security	←=====X=====→		
Controls and Safeguards Equipment	←=====X=====→		
Problem Solving	←=====X=====→		
Self-Sufficiency	←=====X=====→		
B. CONDUCT/BEHAVIOR			
On/Off Duty	←=====X=====→		
Financial Responsibility	←=====X=====→		
Support for Organizational Activities	←=====X=====→		
Respect for Authority	←=====X=====→		
Human Relations	←=====X=====→		
Customs and Courtesies	←=====X=====→		
Maintenance of Government Quarters/Facilities	←=====X=====→		
C. TRAINING			
PME	←=====N/A=====→		
Upgrade (OJT/CDC)	←=====N/A=====→		
Proficiency/Qualification	←=====X=====→		
Contingency/Mobility/Other	←=====X=====→		
D. SUPERVISORY/MANAGEMENT SKILLS			
Leads/Motivates Subordinates	←=====X=====→		
Sets and Enforces Work Standards	←=====X=====→		
Maintains Discipline	←=====X=====→		
Evaluates Subordinates Fairly and Consistently	←=====X=====→		
Plans, Directs, and Organizes Work	←=====X=====→		
Coordination/Work Relations	←=====X=====→		
E. COMMUNICATION SKILLS			
Listening	←=====X=====→		
Writing	←=====X=====→		
Speaking	←=====X=====→		
F. PROFESSIONAL QUALITIES			
Exhibits Loyalty, Discipline, Dedication, Honesty, and Integrity	←=====X=====→		
Adheres to and Enforces Air Force Standards	←=====X=====→		
Accepts Personal Responsibility	←=====X=====→		
G. ADDITIONAL FACTORS			
_____	←=====→		
_____	←=====→		
_____	←=====→		

Figure 13.6. AF Form 932, NCO Performance Feedback Worksheet (PFW) (Front).

STRENGTHS, SUGGESTED GOALS, AND ADDITIONAL COMMENTS	
<p>Use the reverse of the AF Form 931, Airman Performance Feedback Worksheet and the AF Form 932, NCO Performance Feedback Worksheet to continue entries from the frontside.</p> <p>The PFW is not the official record of performance. It is private between the rater and ratee.</p>	
<small>RATER SIGNATURE</small> <i>Larry D. Neathery</i>	<small>DATE</small> <i>1 Jul 95</i>
AF FORM 931, JAN 89 (Reverse) <span style="float: right;">U.S. GOVERNMENT PRINTING OFFICE: 1989-240-979-81668</span>	

STRENGTHS, SUGGESTED GOALS, AND ADDITIONAL COMMENTS	
<p>Use the reverse of the AF Form 931, Airman Performance Feedback Worksheet and the AF Form 932, NCO Performance Feedback Worksheet to continue entries from the frontside.</p> <p>The PFW is not the official record of performance. It is private between the rater and ratee.</p>	
<small>RATER SIGNATURE</small> <i>Rita J. James</i>	<small>DATE</small> <i>1 Jul 95</i>
AF FORM 931, JAN 89 (Reverse) <span style="float: right;">U.S. GOVERNMENT PRINTING OFFICE: 1989-240-979-81668</span>	

**Figure 13.7. Reverse Side of AF Forms 931 and 932.**

13.4.1.3.5.9. The ratee's participation in the Substance Abuse Reorientation and Treatment (SART) Program; however, you should focus on the ratee's behavior, conduct, or duty performance. AFR 36-27, *Social Actions* (formerly AFR 30-2) states that only competent medical authorities can diagnose alcoholism or drug addiction.

13.4.1.3.5.10. Previous reports or ratings. You may consider but must not comment on previous EPRs when making a promotion recommendation.

13.4.1.3.5.11. Article 15 and actions taken under Article 15. You must not use the term "Article 15" or mention punishment imposed under this authority in the EPR. You may describe behavior that led to the punishment.

13.4.1.3.5.12. Family activities or the ratee's marital status. You must not consider or include in the EPR information (either negative or positive) regarding the employment, educational, or volunteer service activities (on or off the military installation) of the ratee's family or reflect favorably or adversely on the ratee based solely on the ratee's marital status.

13.4.1.3.5.13. Incidents occurring before the reporting period unless it adds significant information that the previous evaluators did not know.

13.4.1.3.5.14. Events that occur after the closeout date of the report. If an incident of such gravity that you cannot, in good faith, ignore occurs after the closeout date of the report but before the report is filed, you may want to consider requesting a waiver to extend the closeout date.

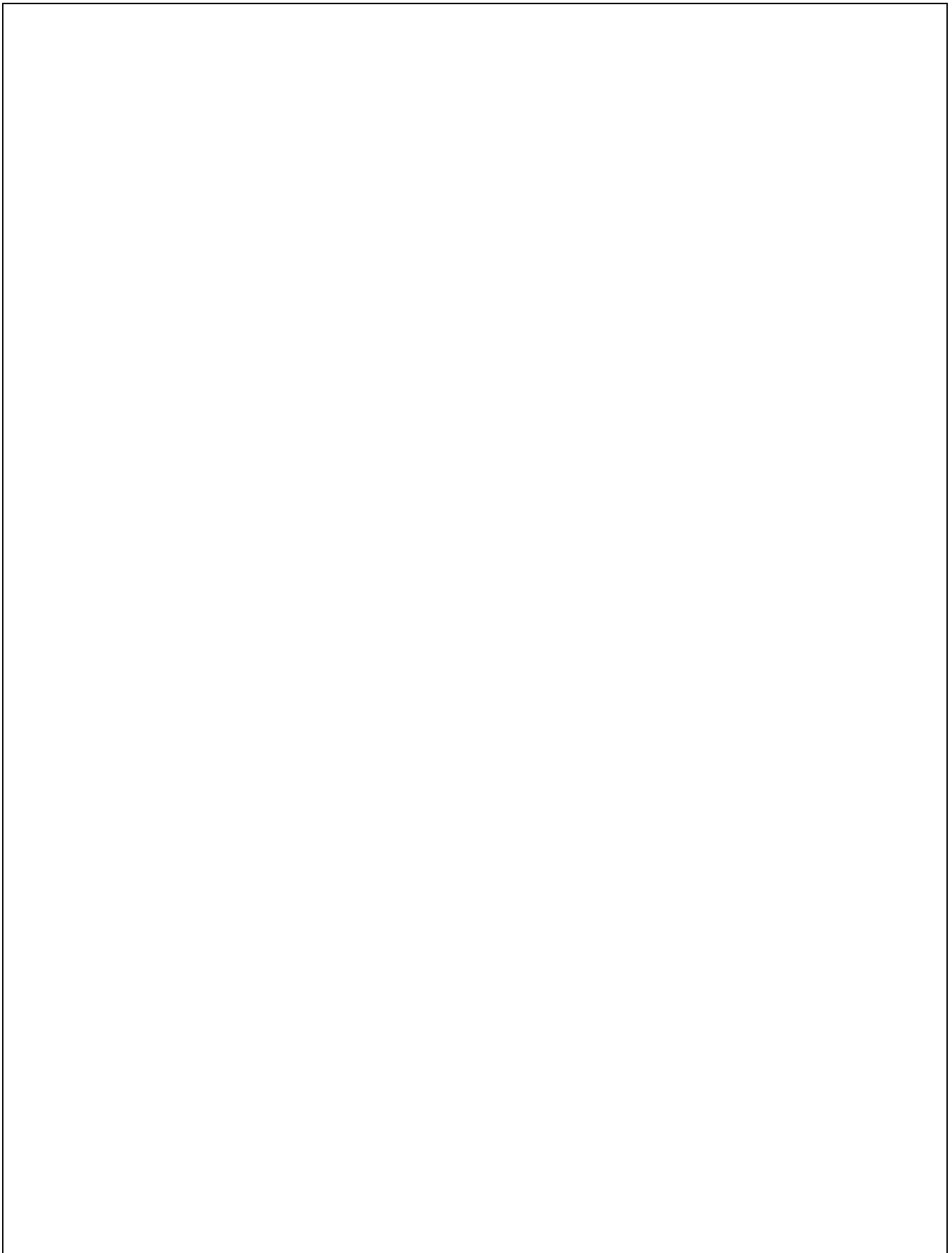
13.4.1.3.5.15. Promotion recommendations are made in section IV of the EPR. Additional promotion recommendations or statements in the comments sections are prohibited except by evaluators who have nonconcurred with a prior evaluators recommendation in section IV.

#### 13.4.1.4. **Endorsements:**

13.4.1.4.1. After you finish writing the EPR, it is ready for endorsement. Normally, EPRs require endorsement by at least one official in the rating chain who meets the grade requirements specified in table 13.1. When the

A large, empty rectangular box with a thin black border, representing the sample AF Form 910, Enlisted Performance Report. The box is oriented vertically and occupies most of the page area above the caption.

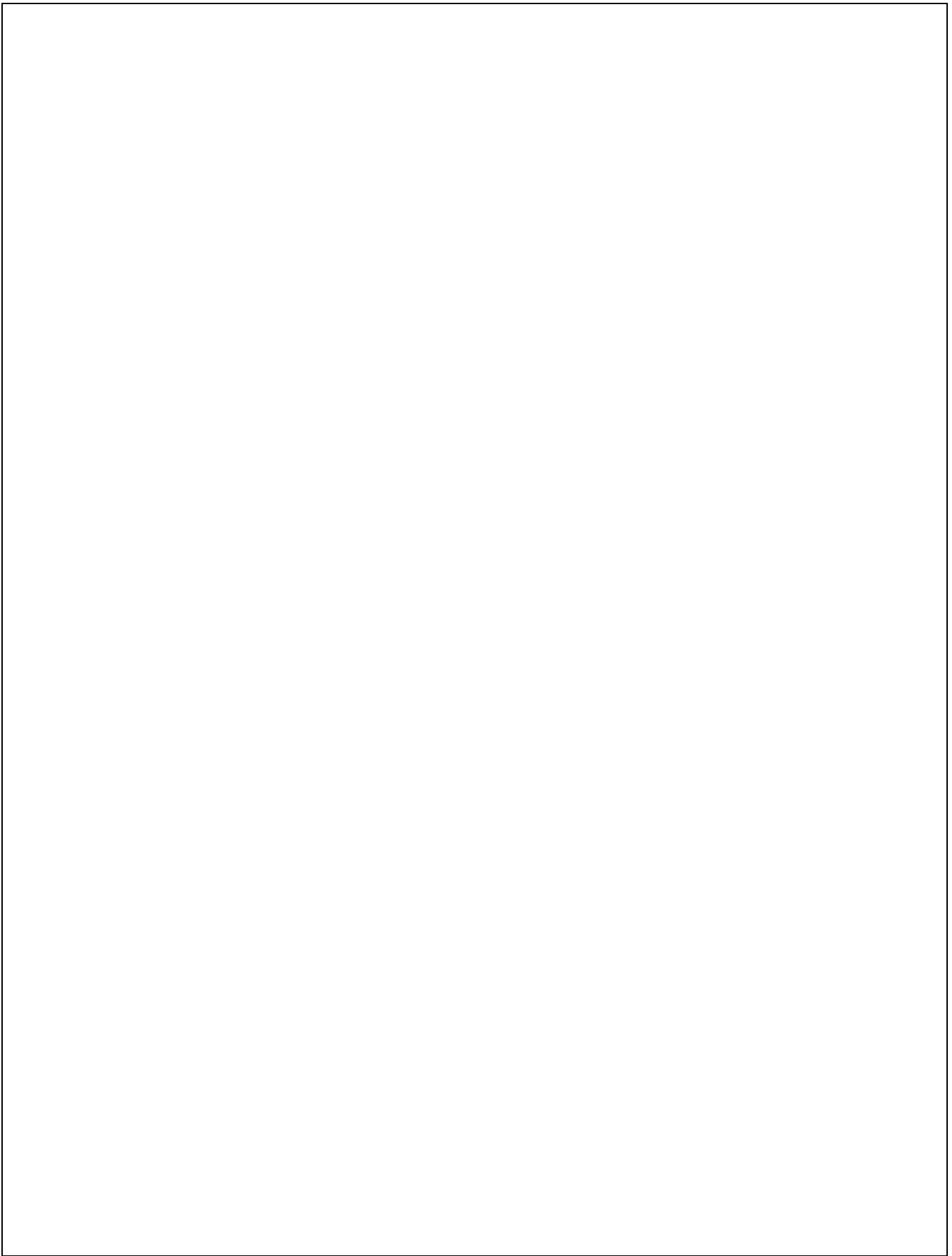
**Figure 13.8. Sample AF Form 910, Enlisted Performance Report.**



**Figure 13.9. Sample AF Form 910 (Reverse).**

A large, empty rectangular box with a thin black border, representing the main content area of the AF Form 911. It occupies the majority of the page above the caption.

**Figure 13.10. Sample AF Form 911, Senior Enlisted Report.**



**Figure 13.11. Sample AF Form 911 (Reverse).**

<b>Table 13.1. Who is the Mandatory Endorser on an EPR (Note 1)</b>		
<b>R U L E</b>	<b>A</b>	<b>B</b>
	<b>If the ratee is</b>	<b>then the endorser must be (note 2)</b>
<b>1</b>	a CMSgt, SMSgt, or MSgt	an officer serving in the grade of at least a major (or equivalent) or a civilian (at least a GS-12 or similar grade) (notes 3, 4, and 5)
<b>2</b>	a TSgt or below	the rater's rater (notes 4, 5, and 6)

**NOTES:**

1. EPRs prepared on Air Force Communications Command (AFCC) personnel are endorsed solely within the AFCC rating chain. If the rater or rater's rater is assigned a command other than AFCC, the EPR is sent to the next-higher echelon in the ratee's normal AFCC rating chain. HQ AFCC/DP is the waiver authority for this provision.
2. See AFI 36-2403, *The Enlisted Evaluation System* (formerly AFR 39-62) for exceptions.
3. When the rater's rater meets the grade requirement, the EPR may be closed out at that level, but an official higher in the rating chain than the rater's rater may serve as the endorser.
4. The endorser cannot be higher in the organizational structure than the senior rater.
5. When the endorser is not an Air Force officer, NCO, or civilian, an Air Force adviser review is required (AFI 36-2403).
6. When the rater's rater is not at least a MSgt or civilian (at least GS-7) the endorser is the next official in the rating chain serving in the grade of MSgt or higher, or a civilian in the grade of GS-7 or higher.

rater is a colonel or higher or a civilian in the grade of GM-15 or higher, the EPR doesn't need an endorsement. When the rater is a "senior rater" or the CMSAF, the EPR will be closed out at these levels (will not be endorsed).

13.4.1.4.2. The endorser on the AF Form 910 is the rater's rater if the rater's rater is at least a MSgt or civilian (GS-7 or higher). When the rater's rater does not meet the minimum grade requirements to close out the EPR, the EPR is closed out by the first official in the rating chain who meets the minimum grade requirement.

13.4.1.4.3. The endorser on the AF Form 911 must be an officer serving the grade of major or higher, or a civilian in the grade of at least GS-12. The endorser cannot be higher in the rating chain than the senior rater. When the rater's rater meets the minimum grade requirements for an endorser, the EPR may be closed out by the rater's rater. Additional endorsement is permitted; however, the endorser cannot be higher in the rating chain than the senior rater. Also, when the rater's rater is a "senior rater or" or the CMSAF, the EPR will be closed out at this level.

13.4.1.4.4. The rater's rater (AF Form 911) and the endorser (AF Forms 910 and 911) must carefully consider each performance factor rating and each promotion recommendation rating to ensure the ratings assigned accurately describe the ratee. Each performance factor has been designed to consider specific behaviors,

but, in some instances, the behavior may be reflected in more than one performance factor. When this occurs, the evaluator must decide which factor or factors are affected and rate accordingly. Reports that are not completely substantiated should be returned to the previous evaluator for additional information or for reconsideration of the ratings. Any adjustment made to a rating must be the decision of the evaluator concerned. The rater's rater or endorser may disagree and either upgrade or downgrade any performance factor rating or promotion recommendation rating, if appropriate. To do this, they mark the "nonconcur" block, place their initials (or an "X," if appropriate) in the block they believe accurately describes the ratee, and must give their reason or reasons for disagreeing in the "comments" section.

13.4.1.4.5. Unit commander's review allows them (who is not the rater, rater's rater, or endorser) to check the quality of filed reports to ensure reports are not exaggerated and the ratings accurately describe the ratee. The review provides the commander an opportunity to pass information to the rating chain that evaluators should consider when finalizing the report. The review must occur before the report is sent to the military personnel flight (MPF) for file or before a rater's rater or indorser who is senior in grade to the commander signs the report. If the commander disagrees with the report, the commander discusses the disagreement with the previous evaluators. The commander then marks the "nonconcur" block if the disagreement is not resolved and initials in the previous evaluator's rating block or

blocks. Finally, the commander accurately describes the ratee's performance or promotion recommendation, signs in the space provided, and provides the specific reason or reasons for disagreeing on an AF Form 77, **Supplemental Evaluation Sheet**. The commander must review all EPRs and sign in the commander's review block (AF Form 910, section VII, or AF Form 911, section IX). If the commander signs the report as an evaluator, he or she enters "NA" in the "commander's review" block.

#### 13.4.1.5. *Referral Reports:*

13.4.1.5.1. A referral report is an EPR containing a rating in the far left block of any performance factor on AF Form 910 or 911, section III, or a rating of "1", an unsatisfactory performer not recommended for promotion, on AF Form 910 or 911, section IV. An EPR may be referred if comments in the EPR refer to behavior not meeting minimum acceptable standards of personal conduct, character, or integrity. Comments must be compatible with ratings in AF Form 910 or 911, sections III and IV.

13.4.1.5.2. Referral procedures give the ratee an opportunity to comment on the one or more ratings or comments that cause a report to be referral. The evaluator whose ratings or comments cause a report to be referral, or any subsequent evaluator who causes a report to be referral, refers the report to the ratee. Once you refer a report, additional referral is not required unless later evaluators give additional referral ratings. If a subsequent evaluator gives an additional referral rating, referral to the ratee is again necessary. Once referred, subsequent evaluators will not sign the EPR until the ratee has had the opportunity to submit comments concerning the EPR.

13.4.1.5.3. An inability by an evaluator to agree with the ratings of the previous evaluator that results in a change to one or more rating blocks in any item in section III, or a change to the rating block in section IV on either AF Form 910 or 911, is considered a disagreement. When a disagreement is recorded, the disagreeing evaluator must provide one or more reasons for disagreeing.

#### 13.4.1.6. *Letter of Evaluation (LOE):*

13.4.1.6.1. An LOE is a supplemental evaluation that does not reflect ratings. All LOEs are prepared on an AF Form 77, and evaluators must limit the comments to the front side only.

13.4.1.6.2. An LOE is mandatory (must be written) on A1Cs and below with less than 20 months' total active federal military service when there is a change in a rating official due to the ratee being reassigned PCS or PCA, or

when required for discharge under AFI 36-3208, *Administrative Separation of Airmen* (formerly AFR 39-10). Mandatory LOEs are prepared by the rater, and the rater must have at least 60 days of supervision. All other LOEs are optional.

13.4.1.6.3. Optional LOEs may be prepared by rater's, supervisors while on TDY, supervisors while awaiting training, supervisors after completing or removal from training, and other officials who have been in a position to directly observe the ratee's duty performance or personal qualities.

#### 13.4.1.7. *Recommendations for a Decoration:*

13.4.1.7.1. You must prepare all recommendations on a DECOR 6 recommendation for decoration printout (RDP) which the Unit Personnel Center (UPC) or MPF customer service element provides. You may request an RDP at any time; however, in the case of retirement, separation, or PCS, the UPC or customer service element will provide you a DECOR 6 (RDP) approximately 120 days before the members projected departure date. If you decide not to recommend the person for a decoration, both you and the commander must sign the DECOR 6 indicating nonrecommendation and return it to the MPF customer service element. To recommend the member for a decoration, complete the RDP by the established suspense date and attach a descriptive justification and citation. The next individual in the chain of command adds an endorsement and forwards it to the MPF customer service element for processing.

13.4.1.7.2. The descriptive justification included in the decoration package is the key to approval. Each decoration undergoes an evaluation on the merits of this justification; and, if the recommendation contains generalities, broad or vague terminology, inflated adjectives, or a summary of duties performed, it will probably be disapproved. The justification you submit must be specific and factual. It should reflect exactly what the member did, how well the member did it, what the impact or benefits were, and how the member significantly exceeded the standard performance of duty.

13.4.1.7.3. Normally, the justification for the Air Force Commendation Medal (AFCM) or the Air Force Achievement Medal (AFAM) is provided on an AF Form 642, AFCM and AFAM Justification (figure 13.12). However, if the basis for the recommendation is an achievement, submitting the justification in narrative format on plain white bond paper may be acceptable.

13.4.1.7.4. If you're recommending an individual for the Meritorious Service Medal or a higher decoration, put the

justification on plain white bond paper. This justification may be blocked, paragraphed, or talking paper format. Award authorities determine the appropriate format for preparing decorations under their purview. Limit your justification to one single-spaced typed page for all decorations. (*Exception:* The Distinguished Service Medal is limited to three pages.) AFI 36-2803, *The Air Force Awards and Decorations Programs* (formerly AFR 900-48) gives the exact wording and format for citations.

13.4.2. **Reading Effectively.** There are several approaches to reading; the ones you use will depend upon the type of reading material and your purpose for reading it.

13.4.2.1. **Previewing:**

13.4.2.1.1. Previewing is an effective way to decide what approach to take. Start with the topic and title of the reading. Then look at the name of the author or agency responsible for the publication, and check the copyright date to see how current the information is. Scanning the preface and table of contents is very important when previewing; it's also a good idea to look in the back to see if there's an index of topics covered. Before reading a chapter of any publication, first read the chapter title and any typographical aids such as subtitles, section titles, or underlined words, and pay special attention to any summary paragraphs.

13.4.2.1.2. If you previewed the chapter you're now reading, you probably noticed that it's titled "Communicating in Today's Air Force." Then, you should have noticed that the chapter has three major topics: Fundamentals for Better Communication, Spoken Communication, and Written Communication. Under these topics, you'll find the four basic skills of communication: speaking, listening, writing, and reading. Previewing can help you decide what skills to use and the approach to take when reading.

13.4.2.2. **Skimming.** Although previewing requires you to skim over the page to find certain information, skimming is in itself a systematic, rapid reading approach that you should use. Skimming occurs when you allow your eyes to travel over a page quickly, stopping occasionally to gain an idea. The following are several different ways to skim:

13.4.2.2.1. **Sentence Skimming.** Read the first and last few words of each sentence, skipping seemingly less important material. With this technique, you may or may not understand the material, depending on the complexity of the sentence.

13.4.2.2.2. **Paragraph Skimming.** Read the opening and

closing sentences of each paragraph then look for key words and phrases elsewhere in the paragraph.

13.4.2.2.3. **Page Skimming.** Read down the middle of the page, paying little attention to the words near the margin. Although you only read the material down the middle of the page, you're reading something from every line and getting a good portion of the message.

13.4.2.2.4. **Diagonal Skimming.** Move down the page diagonally from the beginning of a line to the middle of the next line and on to the last part of the following line. At times, the reader may find a significant word and read an entire sentence.

13.4.2.2.5. **Key Word and Phrase Skimming:**


13.4.2.2.5.1. Look only for key words and phrases set off by italics, underlining, quotation marks, capital letters, or other typographical signs. However, use this technique with caution because you may end up attending more to details than key ideas.

13.4.2.2.5.2. Previewing followed by one of these skimming techniques can help you cover some types of material very efficiently. Practice skimming when reading newspapers and magazines, gathering material for a talk or paper, or getting the gist of an article.

13.4.2.3. **Scanning:**

13.4.2.3.1. Sometimes you may need to look over a piece of reading material to find the answer to a specific question. The scanning approach is useful when searching for a name in the telephone directory, looking up the meaning of a word in the dictionary, or trying to find a particular statistic, date, or fact in an almanac. Scanning is also useful when you want to find an example or another piece of subject-related material for a speech you're preparing.

13.4.2.3.2. When scanning, you must keep in mind exactly what you're searching for. If you have a clear image of the idea or word you want and can shut out all other distractions, there's practically no limit to the amount of print you can cover in a very short time. You won't understand the words you scan or, for that matter, even fully perceive them. But, your purpose isn't to understand; it's to find a word, number, or idea. Most people can locate their name in a few seconds from a printed page of 500 words because they know exactly what they're looking for. They carry the image in their mind of how their name looks. You can locate your signature from a list of a thousand signatures in about 10 seconds. Others may not be able to read it, but, to you, your signature is distinctive, familiar, and recognizable.

<input type="checkbox"/> AIR FORCE ACHIEVEMENT MEDAL <input type="checkbox"/> AIR FORCE COMMENDATION MEDAL <b>JUSTIFICATION</b>		<b>DATE</b> 1 Jul 95
<b>1. NAME (Last, First, MI)</b> DOE, JOHN R.	<b>2. GRADE</b> SSgt	<b>3. SSN</b> 000-00-0000
<b>4. DUTY TITLES(S) AND INCLUSIVE PERIOD</b>  NCOIC, Awards and Decorations (Use multiple titles if held during period of recommendation)		
<b>5. JUSTIFICATION ( Use a short "Bullet" statement for each accomplishment. Minimize description - emphasize results. Use only as many bullets as required. Additional space below the dotted lines may be used for Air Force Commendation Medal Justification only.)</b>  <b>a. PRIMARY JOB ACCOMPLISHMENTS:</b>  <div style="margin-left: 20px;"> <p>(1) Designed a new system that has raised average on-time percentage rates from less than 30% to over 95%.</p> <p>(2) Reduced the average number of recommendations for decorations returned for administrative correction from 18 to less than 3 per month.</p> <p>(3) Not only met but ensured all suspenses for AFI 36-2805, <i>Special Trophies and Awards</i> nominees were sent to higher headquarters before the required suspenses.</p> <p>(4) Initiated a new system that ensures all approved decorations are updated in a manner that totally prevents the need for supplementary consideration for promotion under WAPS.</p> <p>(5)</p> </div>		
<div style="margin-left: 20px;"> <p>(6) <b>FOR ALL RECOMMENDING OFFICIALS:</b> Please note the justifying statements are short, concise, and factual statements that are devoid of "flowery" phrases and "Atta-Boys." There are five items under "Primary Job Accomplishments" available for justification of the new</p> <p>(7) Air Force Achievement Medal (AFAM) and seven for the Air Force Commendation Medal (AFCM). Under "Other Accomplishments" there are three items available for the AFAM and five for the AFCM.</p> </div>		
<b>b. OTHER ACCOMPLISHMENTS: (Special projects, additional duties, etc.)</b>  <div style="margin-left: 20px;"> <p>(1)</p> <p>(2)</p> <p>(3)</p> </div>		
<div style="margin-left: 20px;"> <p>(4)</p> <p>(5)</p> </div>		
<b>6. NAME, GRADE AND TITLE OF INITIATOR</b> JOSEPHINE D. SMITH, CMSgt, USAF NCOIC, Military Personnel Flight		<b>7. SIGNATURE</b> 

**Figure 13.12. AFAM and AFCM Justification (AF Form 642).**

13.4.2.3.3. Continue to practice scanning, and you'll improve your overall reading skill. Use a scanning technique when you're looking up an Air Force publication, reading maps, collating information, and locating key ideas.

13.4.2.4. **Studying.** To really understand the material you're reading, you have to go beyond the previewing, skimming, and scanning approaches. Studying to understand is usually most effective when following a series of steps.

13.4.2.4.1. *Preview and Skim.* Preview and skim the material to get a good idea of what's covered. Headings, first sentences, and summaries should alert you to important information. During this step, formulate as many questions as possible about the content. Each heading should suggest a question. Jot down these questions or make a mental note of them so they're available when you take the next step.

13.4.2.4.2. *Read.* Use section-by-section reading to find answers to the questions you formulated earlier. This will help you focus on what you're reading. Summarize each section as you go; you may even want to write out your summaries. This practice will give you an idea of how well you understand the material. When you've finished reading, you'll have answered your questions, summarized each section, and outlined the material.

13.4.2.4.3. *Review.* Review your point-by-point outline. Determine how the points in your outline relate to one another. Even if you just made mental notes, the process is the same. Relating ideas to one another will help you to better understand what you've read.

13.4.2.4.4. *Evaluate Understanding.* Evaluate your understanding of the material by attempting to answer your preview questions without referring to your notes. You may even want to develop some questions that you think an instructor might ask in a quiz. Studying requires total involvement with your reading material; the more you expose yourself to that material, the better off you'll be.

13.4.2.5. **Critical Reading.** Much of the daily reading you do in the Air Force is critical reading; that is, it requires you to read with analysis and judgment. The process of critical reading involves the following four steps:

13.4.2.5.1. *Separate Fact from Opinion.* How well can you distinguish facts from opinions? Determine if the following statement is factual or opinionated: According to the latest US Bureau of the Census Report, the population of the United States should reach approximately 260,000,000 by the year 2000. While the US Bureau of the Census actually reported this figure, the statement isn't truly factual. We have to wait until the year 2000 to determine if the statement is true; for the time being, it's an opinion, not a fact.

13.4.2.5.2. *Examine the Source.* It's important to know the sources of the material you're reading and the value of these sources. As mentioned earlier in this chapter, there are two tests of sources: Are they competent--do they know what they're talking about?, and Can they be trusted--are they free from bias?

13.4.2.5.3. *Analyze the Material.* Evaluate the logic and accuracy of the authors assumptions. What conclusions does the writer draw? Are they pertinent ones, or do they go beyond the data presented? Does the writer imply certain things and expect you to accept them without adequate proof? Does the writer use propaganda to lead you to accept a particular point of view?

13.4.2.5.4. *Determine How the Material Applies to You.* When reading Air Force publications, such as career development courses or technical material for job performance, you must ask yourself, "How does it apply to me?" and "What can I learn from reading this material?" Your answers to these questions should help you choose the best reference for any situation.

13.4.2.6. **Reviewing.** Even if you follow the study suggestions presented earlier, you may have to review material later to refresh your memory. Your review of material read earlier may help you integrate it with information covered later. Whatever the reason, previewing, skimming, scanning, and studying skills discussed earlier can also help you when you review. Here are some suggestions to keep in mind as you review:

13.4.2.6.1. *Get Ready to Review.* Find an area free of noise and other distractions. Get all the material you need before you begin. Review alone first; later, you may wish to discuss the material with other students to better focus your ideas.

13.4.2.6.2. *Look Over Your Notes.* Review your notes or reread parts of the selection that you underlined earlier. A word of caution here: Make certain you only underline important things, not everything.

13.4.2.6.3. *Space Your Review.* Last-minute cramming is seldom as effective as starting your review well ahead of the examination date. Many students skim material from earlier lessons before each assignment, continuously reinforcing the information they're responsible for.

13.4.2.6.4. *Formulate Specific Questions.* When reviewing for an examination or just reinforcing information for use at a later date, formulate questions to focus your review.

13.4.2.7. **Keeping Your Review Short.** Don't waste time rereading whole chapters; simple rereading as a review technique will yield only about 5 percent more than you gained from the first reading. The secret to effective reviewing is to have a plan and stick to it.

13.4.2.8. **Causes of Poor Reading.** Many factors can cause you to be a poor reader. Here are some causes of poor reading and suggestions on reducing or eliminating them to improve your reading skills.

13.4.2.9. **Poor Vision.** As basic as this problem is, it's often overlooked as a cause of poor reading. You should have your eyes examined regularly; if you need glasses, wear them.

13.4.2.9.1. *Vocalization.* Vocalization is the name given to physical movement of the lips when reading. In extreme cases, people move their lips as they pronounce each word. Less movement may still cause a tired feeling in the throat after long reading periods. Even if you don't noticeably move your lips, you may be vocalizing. Hearing the words in your mind means you're experiencing a refined level of vocalization. If you vocalize at any level, concentrate on increasing your reading rate to minimize the problem.

13.4.2.9.2. *Lack of Practice.* Simply stated, people who don't read much are seldom good readers. Also, narrow reading interests tend to confine your ability to areas you know best. Reading a wide variety of materials will often improve your speed and level of comprehension.

13.4.2.9.3. *Reading Habits.* Do you have good lighting when you read? Is your reading area quiet enough? Do you assume a comfortable position when you read, but not so comfortable that you fall asleep? Do you consciously adjust your reading approach to fit the material? Are your thoughts focused on the subject? Do you choose a time to read when you're reasonably well rested? Do you take occasional breaks? In sum, do you ensure conditions are favorable each time you read? If your reading environment allows you to concentrate, you'll be getting the largest possible return on your investment of time.

13.4.2.9.4. *Vocabulary.* A limited vocabulary is one of the greatest hindrances to effective reading; you can improve yours.

13.4.3. **Building Vocabulary.** There are several techniques for building your vocabulary. Using these techniques can help you immeasurably in improving your reading skills.

13.4.3.1. *Use Contextual Clues:*

13.4.3.1.1. We can often guess the meaning of a word by its use in a sentence. Consider the following sentence: "Illinois has some salient features." Can you guess the meaning of salient? Do you think it means important? understandable? necessary? prominent? Read the next sentence: "The seemingly endless fields of corn and soybean blanketing the rolling hills and plains are the most salient feature one notices when driving across Illinois." Now you're probably more confident in defining salient as "prominent, noticeable, or standing out from the rest."

13.4.3.1.2. Using contextual clues is a common way to attach meanings to words. This technique is most effective if your vocabulary contains words with meanings similar to the word in question. However, if your vocabulary is extremely limited or your reading material is so technical that the terminology used is one of a kind, you may have to use a different approach. Suppose you read a publication that warns against accepting any spurious documents. You may have to look up the word to discover that spurious, in this case, refers to documents that are claimed to be genuine but are false.

13.4.3.2. *Learn Affixes:*

13.4.3.2.1. Certain affixes or attachments to words appear many times in our language. Knowing the meaning of some common ones can help you determine the meaning of many different words.

13.4.3.2.2. Prefixes are affixes at the beginning of words. Knowing that "ante" means "before" helps us determine that antedate means to date before the actual date. Similarly, knowing the meanings of "anti," "hyper," "hydro," "micro," "pan," "poly," and many more prefixes can help you define words that begin with such prefixes.

13.4.3.2.3. Suffixes are affixes at the end of words. If you know that "less" means "without," then you know that "homeless" means "without a home."

13.4.3.2.4. Many books list common affixes; in fact, most vocabulary-building courses concentrate on them. Learning affixes will certainly expand your vocabulary since they can be attached to countless root words.

13.4.3.3. **Discover Root Words.** Closely related to prefixes and suffixes are root words. A word in Latin or Greek may be the root word of a group of words we use today. Consider a word that's important in our 20th Century Air Force. The Latin word "aer" is the root of aerial, aerodynamics, aerofoil, aeronautics, and aerostat, just to name a few. Obviously the meaning of "aer" is "air". Therefore, the words airborne, airlift, and even Air Force have a Latin root. Other examples of common roots or bases are "aqua," meaning "water," from which we get aquatic and aqueduct; "logos," meaning "word," from which we get dialogue and logic; "pater," meaning "father," from which we get paternity and paternal; and "volv," meaning "to turn," from which we get revolve or revolver. As you might guess, the list of root words is very long. But if you learn several hundred of the most common root words, you can add thousands of words to your vocabulary. Most vocabulary improvement courses concentrate on teaching you the meaning of common root words along with affixes.

13.4.3.4. *Use Your Dictionary:*

13.4.3.4.1. Test results indicate that most people have limited skill in using a dictionary. Learning to use a dictionary will help to improve your vocabulary. The benefits of using a dictionary are numerous. Presuming you have a reasonable idea how a word begins, you can locate its correct spelling.

13.4.3.4.2. Certainly, it would be easier if words had only one meaning, but often this isn't the case.  
Your dictionary not only can help you find the meaning

of a word you need at a particular time but also can acquaint you with other meanings. Following the definitions of many words, dictionaries often list synonyms (words with similar meanings), as well as antonyms (words with opposite meanings).

13.4.3.4.3. Knowing the origin of terms and words may help you attach meaning to them. For instance, knowing the word “sandwich” evolved from the Earl of Sandwich who couldn’t stop gambling long enough to eat a regular meal can help you remember the meaning of that term or word easier.

13.4.3.4.4. The pronunciation key, usually located at the bottom of each page in the dictionary, will help you correctly pronounce selected words.

13.4.3.4.5. Improving your communication skills is a lifelong task. This chapter should have shown you the interdependence of all parts of the communication process. But these practical guidelines for improving your speaking, listening, writing, and reading skills will be of value only if you use them. Practice these skills daily, and you’ll become a better communicator. Try to put into practice some of the ideas we’ve discussed in this chapter. The results may surprise you!

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## **Chapter 14**

### **COUNSELING AND DESTRUCTIVE HUMAN BEHAVIOR**

#### **14.1. Counseling:**

14.1.1. People, time, money, and material are a leader’s primary resources. If a leader is to effectively manage time, money, and material, then the leader must effectively lead and manage his or her people. An effective supervisor uses appropriate human relations techniques to direct the energies of the people in the organization toward legitimate unit goals.

14.1.2. Instilling motivation is the goal of every leader, but motivation is a complex phenomenon requiring much study and understanding. Motivation is affected by many known factors: support systems, personal health and well-being, seeing value in the job, being properly rewarded for achievements, and getting the training needed to perform the job.

14.1.3. Counseling is the primary method a leader can use to instill motivation. A prime example of this emerged from research on small combat units where it was found that combatants felt primarily motivated toward combat by commitment to the survival of their

unit, fellow flyers and soldiers, and immediate leadership rather than any larger element in the war. This principle applies equally to peacetime operations. In today’s Air Force, counseling responsibilities remain with the individual closest to the issues--the supervisor.

14.1.4. Let’s define counseling. Counseling is basically a process of human interaction whereby one individual attempts to positively affect the thinking, motivation, understanding, and behavior of other individuals.

14.1.5. Communication is a fundamental element in the counseling process, and it usually occurs over a series of formal or informal contacts. It is also a learning process that allows the counselor and counselee to understand each other. Both parties work to become sensitive to each other’s goals, responsibilities, motivation, intentions, limitations, and strengths. Counseling is a dynamic process because certain factors, such as specific goals or behaviors, may change as the counseling proceeds.

14.1.6. A real-life example of this dynamic is demon-

strated by a case where a supervisor begins counseling with the initial perception that a subordinate has done something wrong. In the process of counseling, the supervisor learns the subordinate is experiencing an emotional problem that is interfering with that person's duty performance. The supervisor then reverses a decision to give this subordinate a reprimand and instead refers the individual for professional assistance through medical channels. It is important for the supervisor to understand that, although counseling is initiated and conducted as a "top down" process, it is not a one-way street. Because leadership roles overlap counseling roles, it should come as no surprise that the following ways of fulfilling your role as counselor should have some familiar elements.

14.1.7. Quality Air Force (QAF) requires leaders to focus on improving the working environment by identifying obstacles to goal accomplishment. This initiative assumes most problems are caused by work processes rather than bad workers. Management must identify and eliminate these obstacles to motivation and efficiency. Frequently this task can be accomplished through the use of a "needs assessment" survey, implementation of a suggestion program, or a working team approach. Using the insights of those in the trenches has proven to be highly effective in improving processes while reducing tensions and stress on the job. But supervisors must stop viewing their subordinates as the basic source of problems and start viewing them as the source of solutions.

14.1.8. Direct supervisors are in the best position to observe negative trends in the workplace and changes in the behavior or performance of subordinates. Sudden, unusual, or troublesome changes in behavior are generally early indicators of problems. Violation of directives, disregard for authority, failure to adhere to AFI 36-2903, *Dress and Personal Appearance of Air Force Personnel* (formerly AFR 35-10), irritability, failure to meet deadlines, unusual increases in illness, and unexcused absences are all indicators of possible problems and the need for counseling. Trends, rather than single episodes, are most indicative that an individual is in need of help.

14.1.9. Supervisors must remain current and informed on issues related to the Air Force, the base, their organization, and the world in general. Knowing a subordinate has a son assigned to a Marine Corps unit involved in a small-scale tactical operation is critical to understanding behavior changes in that subordinate, even though your B-1 wing has experienced no operational changes. Supervisors also need to know about base resources, such as child care; chaplain's services; social actions; morale, welfare, recreation, and services (MWRs); finance; MPF; and the family support center

(FSC). Supervisors should be able to inform subordinates how, when, and where they can obtain information about and assistance from these resources.

14.1.10. The supervisor must also be a good listener and must be able to clearly receive information freely shared by the counselee—including facts and the counselee's attitude. The subordinate must be given the opportunity to discuss anything on his or her mind. A supervisor should hold comment and decision until the whole story is presented.

14.1.11. Finally, it is important not to get in over one's head. Supervisors have an important and responsible role at all levels, but they need to know their limits. It is not a sign of weakness or incompetence to seek advice, consultation, or direction from superiors, outside agencies, or even peers. Supervisors are a catalyst to change, not just the only source or authority in a situation. In management and in war, it is critical to know your weaknesses as well as your strengths. In contrast, it is sometimes tempting to ignore a situation with the hope it will go away. Unfortunately, this often means the situation will become worse because no intervention has been initiated. Most individuals prefer to keep their problems to themselves. The signs of distress already mentioned, if noticed at work, are normally the tip of a much more serious problem which is not obvious. Early and affirmative counseling and management are always advisable to ensure small problems remain small.

14.1.12. There are four major kinds of issues that require counseling: job-related, interpersonal, situational, and personal or emotional.

14.1.12.1. **Job-Related Problems.** Job-related problems commonly derive from such factors as individual expectations, changes in procedures, characteristics of work, and skill-related issues. It is important for the supervisor to realize that subordinates are not always direct about their concerns. At times, they may present a substitute issue for the real problem. Admitting one's weaknesses and vulnerabilities is extremely difficult for most people. Therefore, a subordinate may challenge work schedules or complain that others are not carrying their share of the load, when in actuality the individual is most concerned that he or she is not properly trained to deal with a new task and is afraid to admit it. Frequently, this area of problems opens up areas of vulnerability for the supervisor as well. For example, counseling may reveal that subordinates did not receive a change in work schedules in a timely manner.

14.1.12.2. **Interpersonal Problems.** A second major source of problems has to do with conflicts between individuals at work. These are frequently viewed as

personality clashes. Although the personality makeup of some members may create the potential for conflict, it is just as likely the issues arise from misconceptions about the job, work roles, and expectations. Solutions to such problems often lie in removing confusion and misconceptions about the job, work procedures, or relationships between various unit elements. True personality conflicts may be solved temporarily by restructuring work assignments, negotiating between the affected parties, and providing incentives for improved self-control and tolerance; but, ultimately, mental health consultation may be required.

14.1.12.3. **Situational Problems.** Situational problems are typically stressful events that are part of the expected course of life. Such situations include loss of loved ones, illnesses or handicapping conditions in relatives, financial problems, or reassignments. In some cases, referral of these individuals to appropriate agencies to obtain professional help is all that is needed. In other cases, just knowing that the situation exists and making temporary allowances will suffice. A referral to the Air Force Aid Society would be appropriate if a subordinate has an unexpected need to repair a car and doesn't have sufficient funds. In a situation where there has been a death in the family it would be normal to expect a subordinate to engage in the grieving process.

14.1.12.4. **Personal Problems.** These problems are more likely to become evident due to performance, behavioral problems, or changes. This is because individuals are hesitant to admit these issues. In trying to cope alone with an overwhelming problem, they may begin to exhibit moodiness, irritability, depression, health problems, increased alcohol use, or poor performance. By establishing a counseling relationship, the problem may be identified, and appropriate intervention instituted. When the personal problem is primarily emotional in nature, the individual may not be aware of the actual problem. When counseling reveals that there are no apparent situational issues that appear related to the problems, referral of such cases to competent mental health professionals should be considered. A sincere interest in helping your people and getting them the help they need to resolve their problems is a must.

#### 14.1.13. **Barriers:**

14.1.13.1. At times, you may find that subordinates do not initially respond according to the book. This can be a source of frustration for you and the subordinate and lead to early misinterpretations of events and motives. A primary source of interference in the counseling process is a group of human functions called defenses. Defenses are a normal component of human psychological functioning that help protect us from emotional hurts and manipulation by others. There are 10 defense

mechanisms that may be encountered in routine counseling.

14.1.13.1.1. **Repression.** An attempt to deal with anxiety-producing problems by forcing them into the unconscious aspects of our mental functioning.

14.1.13.1.2. **Denial.** Dealing with difficult issues by refuting they exist.

14.1.13.1.3. **Regression.** Using behaviors typical of early childhood to deal with problems.

14.1.13.1.4. **Rationalization.** Using faulty logic to make an unacceptable situation appear to have a reasonable cause.

14.1.13.1.5. **Intellectualization.** The overuse of intellectual approaches to a highly emotional situation.

14.1.13.1.6. **Projection.** Attributing our unacceptable feelings or motives to others.

14.1.13.1.7. **Displacement.** Directing unacceptable feelings toward more vulnerable people.

14.1.13.1.8. **Reaction formation.** Reacting in an exaggerated and opposite way to the way we actually feel.

14.1.13.1.9. **Compensation.** Developing a talent to compensate for a deficiency in our personal makeup.

14.1.13.1.10. **Sublimation.** Directing unacceptable feelings into a more positive activity.

14.1.13.2. Some of these defense mechanisms are more positive than others. Sublimation, for example, is considered a more advanced and adaptive way to deal with internal conflicts than regression. Supervisors must be aware that these processes exist and are at work so they can take them into consideration in the counseling process. A good example of this interaction is when a supervisor chooses to counsel a subordinate after allowing sufficient "cooling down time" when an incident has occurred, rather than jumping into the issue immediately. Immediate and unannounced counseling is more likely to trigger fear responses than when the counselee is given time to prepare and deal with feelings.

14.1.14. **Gender and Cultural Issues.** American society comprises many cultures and many subgroups--each of which attaches special meanings to certain words, phrases, gestures, and expressions. It is possible that a counseling session could be destroyed because a supervisor or subordinate misunderstands a word or gesture--even though there was no intention of causing offense. In general, positive communication will be

ensured if supervisors maintain a professional posture and respect subordinates as coprofessionals.

**14.1.15. Counseling Techniques.** At this point, you are more aware of some of your counseling responsibilities and general issues related to these responsibilities. In the following section, three general approaches to counseling will be discussed: directive, nondirective, and problem-oriented counseling. Supervisors must be familiar with these various approaches and understand their strengths and limitations.

**14.1.15.1. Directive Approach.** The directive approach is also known as the counselor-centered approach. In this approach, the supervisor directs the session toward a selected end or solution. Inputs from the subordinate are incidental since the supervisor has already decided on the goal of the session. It is based on the assumption that the supervisor already knows the most about the situation and is wise enough to arrive at the best solution independently of input from the counselee. It also assumes that compliance by the subordinate is the best outcome. In certain circumstances, these assumptions are well founded. An authoritarian approach tends to be the most efficient in the short course, but not necessarily over the longer term. There are at least three forms of directive counseling, and they have very different functions.

**14.1.15.1.1. Informational or Advice Giving.** In this form, the key aspect is to provide specific information to the individual who is counseled. This is frequently useful when the problem is the result of ignorance, inexperience, or lack of training. It tends to be technical and rational in nature. A drawback of the advice-giving approach is that it has the potential to make the recipient dependent on the advice giver, and it reduces initiative.

**14.1.15.1.2. Disciplinary or Rule Setting.** This form of directive counseling is generally punitive or restrictive in nature. It is designed to promote rule compliance and to reduce unacceptable subordinate behavior. It is a recommended approach when there have been obvious transgressions or the subordinate is known to have a high chance to engage in improper behavior again. If used outside of these situations, it has a high potential for resentment. The disciplinary approach generally will only work if balanced with a reward-based or positively oriented form of counseling and leadership.

**14.1.15.1.3. Support Giving:**

**14.1.15.1.3.1.** This last form involves giving “pats on the back.” It can be useful if carefully and sincerely applied. It otherwise becomes suspect and meaningless to the recipient.

**14.1.15.1.3.2.** Directive counseling isn’t a preferred approach to counseling, but it does have a role in

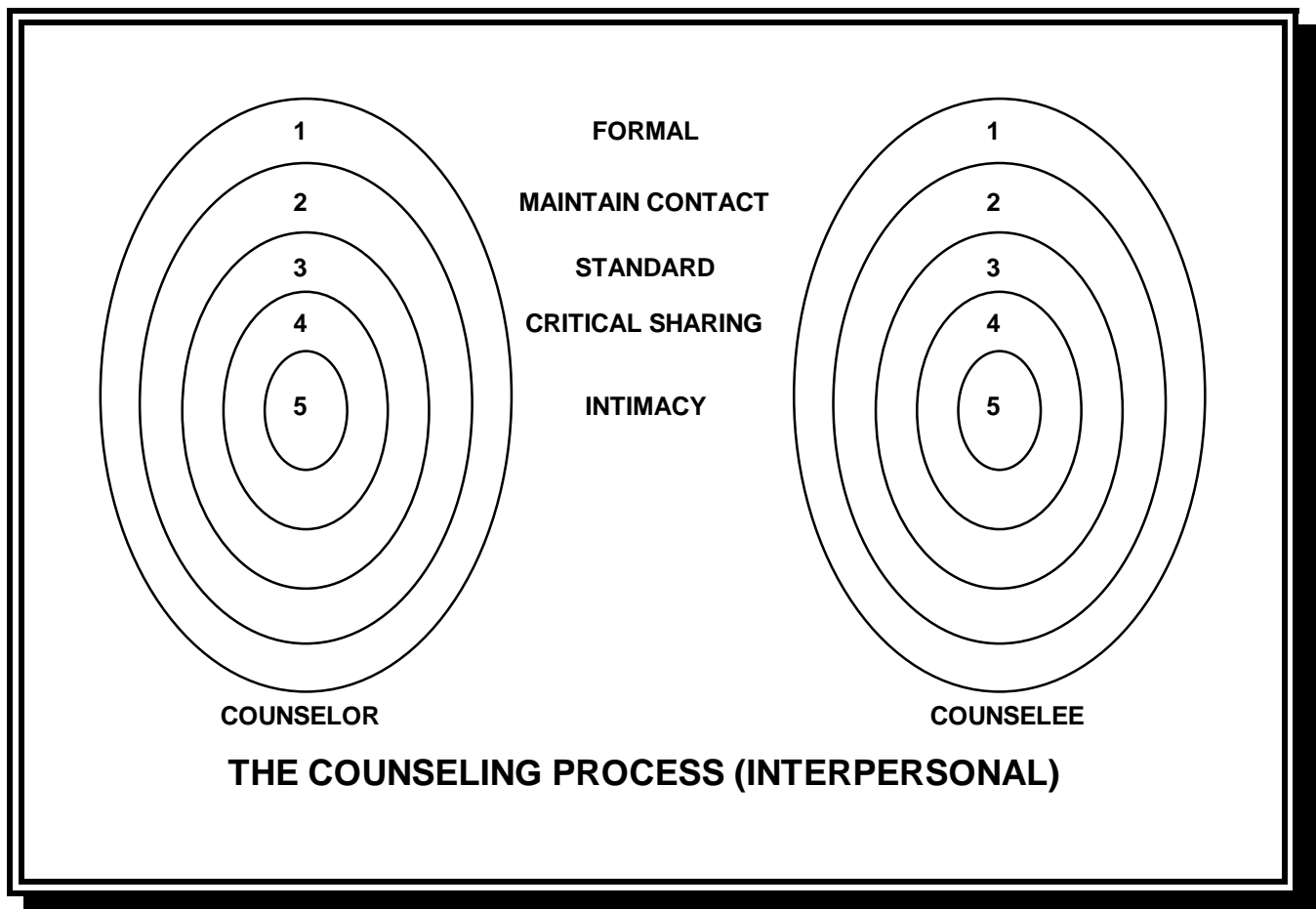
supervision. It should be considered when other methods have failed and as a short-term solution to immediate problems. Never forget, directive counseling requires that supervisors always have all the facts and know the right solution to the problem.

**14.1.15.2. Nondirective Approach.** An alternative to the directive approach is nondirective counseling, which is also known as counselee-centered. It emphasizes the importance of the subordinate in taking responsibility for and solving the problem. The counselor in this interaction takes a role as a catalyst for a change. Frequently the counselor will use questioning extensively as a way to help the counselee solve the problem. As a result, the supervisor gains a greater degree of information about the problem and the way the subordinate approaches issues. A prime assumption of this approach is that most individuals have the capacity to solve their problems with minor help. A prime advantage of this approach is that the person with the problem “owns” the solution and walks away from it with greater self-confidence and knowledge about how to approach problems. It does, however, take longer in most cases and is considered less efficient in the short term.

**14.1.15.3. Problem-Oriented Approach:**

**14.1.15.3.1.** In recent years, a new approach has emerged which involves some of the elements of the two previously discussed types but involves somewhat of a changed focus. This approach is often referred to as a “process” approach or “problem-oriented” approach. This approach tends to move the focus of issues away from both the supervisor and the subordinate while involving both in the solution. In this approach, an attempt is made to define the problem from both the supervisor’s and the counselee’s points of view. The supervisor is free to choose at various times any of the prior approaches along with inputs from the counselee and possibly others.

**14.1.15.3.2.** For example at one point in the past, alcohol abuse was dealt with from a supervisor-centered approach and a disciplinarian format. Later, a more counselee-centered approach was used where the supervisor, subordinate, and social actions officer would establish a program and goals. More recently, a team approach has emerged involving all the above people and also family members, MPF personnel, medical and mental health specialists, MWRS representatives, and chaplains in a cooperative, total approach to the problem. This new approach involves the active use of teamwork, information gathering, clear definition of responsibilities, and a dynamic process of negotiation, decisionmaking, and solution generation.



**Figure 14.1. The Counseling Process (Part 1 - Interpersonal).**

14.1.15.3.3. The decision on which approach to use is based on the mix of the counselor's personality and style, the demands of the situation, specific problem, and makeup of the counselee. What is critical is that the counselor be aware of the alternative approaches and be sufficiently prepared to use any of them that appear applicable at the time.

#### 14.1.16. The Counseling Interview:

14.1.16.1. Interpersonal Aspects of Counseling. The interview is the heart of the counseling process. It's during the interview that you and the counselee meet to discuss issues, what is expected from each other, etc. Conducting a good interview is essential to effective counseling. It is essential that supervisors become familiar with the fundamentals of the interviewing process. Figure 14.1 illustrates the interpersonal aspects involved when two individuals meet in the course of an interview. For counseling to be effective, it must reach a level of communication appropriate for the goals of the counseling. The outermost ring of the illustration represents a very formal level of conversation that is

most appropriate for delivering a directive rather than conducting an interview. The innermost ring refers to a level of conversation that would normally be appropriate between trusted friends or spouses. Getting into the most sensitive areas of a subordinate's experience is not desirable but may, on occasion, occur. Most counseling should be directed toward the areas of standard sharing of issues and occasionally critical dialogue. Another point is that in most normalized counseling the degree of trust should be balanced. Figure 14.2 illustrates a counseling session where the counselor has moved bluntly and deeply into sensitive areas for the counselee.

14.1.16.2. **Overall Counseling Process.** The interpersonal elements of the counseling process are the foundation upon which the remainder of the process is built. The following steps illustrate the overall counseling process.

*Step 1. Information Sharing*  
 Responding  
 Listening

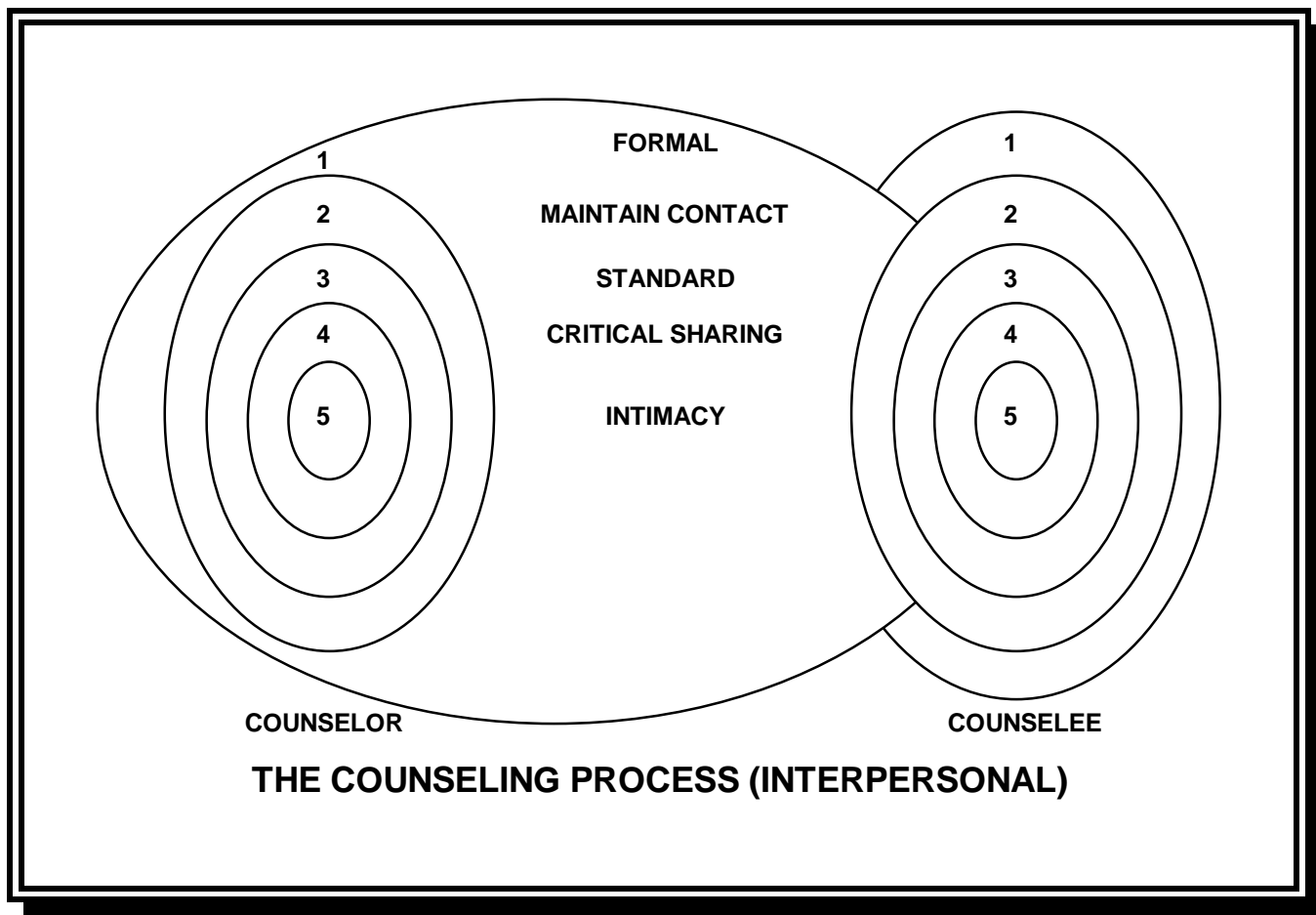


Figure 14.2. The Counseling Process (Part 2 - Interpersonal).

Observing  
Establishing rapport

*Step 2. Processing*

Discussing alternatives  
Proposing solutions  
Conducting analysis

*Step 3. Drawing Conclusions*

Deciding on a plan  
Choosing options

*Step 4. Establishing a Course of Action*

Adjusting as needed  
Assessing the outcome  
Implementing a plan

*Step 5. Feedback and Analysis*

Planning

14.1.16.3. **Be Prepared.** You should always be prepared to counsel your subordinates in case one of them approaches you with issues. Don't wait until a problem

occurs before you get to know your people. Interview new subordinates, and try to understand their personal lives. Read the individual's personnel records at the MPF, as well as their training records. These sources can provide you with some added insight into each person. Talk to your people when things are going well and not just when they are having problems. This helps to establish a relationship based on positive factors and will provide you with important background in understanding your people when they are experiencing difficulties.

14.1.16.4. **Planning the Interview:**

14.1.16.4.1. Schedule counseling at a time that's convenient for both you and the subordinate. Allow sufficient time to adequately process the issues. Individuals will be more comfortable and open if you aren't rushed and give the impression you are prepared to deal with their needs. When time is short, be honest and inform the couselee up front. If the situation is an emergency, then deal with the most critical elements first and schedule another appointment to clear the rest

of the issues.

14.1.16.4.2. Selecting a place for the interview is equally important. Attempt to select a reasonably comfortable, private area where you can avoid interruptions. If you plan to conduct the session in your office, ensure your desk and surroundings are neat and free of distractions, and allow only critical calls to get through. It is advisable to remove obstacles between you and the counselee. By removing physical barriers you are communicating that you are open and willing to listen.

14.1.16.4.3. Finally, you should be prepared mentally and emotionally. You should be calm and free from tension and irritation. Strong feelings tend to contaminate the counseling. You are also less likely to be able to understand and give full attention to your subordinate if you are preoccupied and upset.

14.1.16.5. **Opening the Interview.** Establish rapport. The initial phase of the interview is critical in determining the success or failure of the session. Success is more likely if you can eliminate or reduce the counselee's distrust, tension, fear, and insecurity. The best way to accomplish the goal of increased comfort in the counseling session is to establish good rapport early. Some ways of gaining good rapport include greeting the individual by name, giving a firm handshake, and offering a cup of coffee, glass of water, or soft drink. Begin the session by asking neutral or nonthreatening questions. Actions such as these usually start the communication process and provide an opportunity to show interest and concern for the individual involved.

14.1.16.6. **Identifying the Problem.** Once rapport has been established, you need to focus the conversation on the purpose of the session. The approach to this second phase of the counseling session is determined by who requested the session. If the member initiated the meeting, then the member should be encouraged to explain the purpose of the session. You can help the counselee by asking casual questions such as "What can I help you with?" or "What's on your mind today?" Asking this type of question gives the counselee the chance to transition into the issue. You need to alter the approach slightly if you initiated the session. You need to state in general terms the reason for the counseling session. It is critical not to begin by lecturing or admonishing the counselee. Statements that focus on the issue or your concern are preferable to a direct assault on the individual where the session involves corrective action. After stating the issue, give the counselee an opportunity to respond and clarify. Resist the impulse to interrupt or correct details or make judgments.

14.1.16.7. **Conducting the Interview:**

14.1.16.7.1. The initial phase of the session, if successful, starts the information flow and provides for a general outline of the issues. If you have maintained neutrality and allowed yourself to listen, you may have already begun to alter what you believed was a predetermined course. You have now entered the most challenging part of the interview. During this phase, the counselee will present you with a sometimes confusing mixture of information including facts and feelings. Allow expression of feelings because feelings are frequently a source of issues or tend to cloud the issues. One of your first initiatives at this phase is to help the subordinate separate feelings from fact. Once the problem is sufficiently clarified and defined, let the individual take the initiative to outline goals and formulate possible solutions. Again it is important not to become critical too early. Don't point out limitations of solutions if it is likely to cut off further productive ideas. Alternatively, don't reinforce a single "magical solution" approach with your silence. As a counselor, you are responsible to assist members to develop self-reliance and problem-solving skills as well as trust in their own abilities.

14.1.16.7.2. Once you have arrived at the point where possible workable solutions have been identified, the next step is to narrow the alternatives to one or two best options. The goal of this next step is for the counselee to take responsibility for choosing and committing to a solution.

14.1.16.7.3. The final phase of the process involves a feedback loop which includes gathering information about the solutions and future plans. It is this final phase that allows the counselor to move beyond current problem solving to a level where planning and even prevention can occur. It should be apparent that this process is dynamic and the steps are not always followed in a fixed pattern. The elements of the process are universal, however, and can be expected to be present in all counseling situations.

14.1.17. **Counseling Skills.** Your success in the counseling interview depends upon your application of good counseling skills.

14.1.17.1. **Attending.** Attending means giving an individual your full attention. Human beings are highly complex and trying to understand them and their needs especially under difficult circumstances is a very demanding task. Your behavior and "body language" influence the behavior of the counselee. Positive behavior on your part is more likely to be responded to in a similar fashion. When you give full attention to your subordinates, it conveys caring and respect for the importance of their views.

14.1.17.2. **Observing.** In the process of attending, you automatically become a better observer. You need to watch for the nonverbal messages such as facial expression, hand gestures, and other physical signs known as “body language.” These physical signs are frequently communicating unspoken messages. The person you are counseling might say, “I am not really upset,” while he or she displays misty eyes, hand wringing, or a tense facial expression. Remember that most individuals are not aware of these actions. It is also important not to place excess emphasis on this issue. Some individuals shake with anxiety and others with anger.

#### 14.1.17.3. **Listening:**

14.1.17.3.1. To be an effective counselor, you must be an effective listener. Listening is perhaps the most important and difficult counseling skill to develop. It can be difficult because it requires a concentrated effort to understand specific information and the feelings behind that information. Words vary in meaning based on individual experiences. The word snow may be very positive for an avid skier with no history of mishaps and terrifying for an individual who nearly died in an avalanche from suffocation and frostbite. In the process of listening, it is also important to listen for what is not said as well as what is said. It is important to note, for example, when a counselee makes positive statements about some family members and nothing about others. This should be noted and followed up later in the interview.

14.1.17.3.2. Attending, observing, and listening occur simultaneously. When applied properly, they not only convey to the counselee that you are genuinely concerned but allows you to gain increased awareness of the counselee's needs. The atmosphere created allows the expression of ideas, feelings, and frustrations.

#### 14.1.17.4. **Responding:**

14.1.17.4.1. *Talking With, Not At.* The responses given to counsees are important in determining the success of the session. It is helpful to view problems from the members point of view. The counselee's attitudes and perceptions about issues are not necessarily the same as yours. Try to remain objective and keep your responses free of personal viewpoints and judgments. When responding, avoid admonishing or arguing. If you do either of these, individuals normally assume a defensive position and become vague or evasive. Try to talk with, not at, a counselee.

14.1.17.4.2. *Questioning.* Questioning is an element of proper responding. Avoid closed questions with a yes or no response. This type of questioning tends to shut

off communication. The open question is more effective because it encourages people to talk about feelings and attitudes.

14.1.17.4.3. *Reflecting.* Reflection is another useful response. Reflection involves a restatement of what the counselee has said. For example, a member might say, “I don't understand why my supervisor doesn't understand me.” Your reply might be, “It seems like you are having a lot of trouble understanding your supervisor's reaction to you” or “Why do you believe that your supervisor doesn't like you?” This type of response keeps the emphasis on the counselee and encourages further explanation.

14.1.17.5. *Silence.* Many counselors tend to become uncomfortable when there are periods of silence during the interview. Periods of silence are normal and usually indicate that a counselee is thinking or reflecting on his or her statements or insights. Prolonged periods may be dealt with by requesting the counselee to elaborate on the last point made or simply asking what the counselee is dealing with at the moment. It is important for the counselor to refrain from filling the periods of silence with opinions or other talk.

14.1.17.6. *Empathy.* Empathy is the ability to understand and to some extent share the experiences of another person. A counselor must have empathy to understand the counselee. You should try to put yourself mentally in the place of the counselee. You can gain an understanding by looking at the problem from the other individual's perspective.

14.1.17.7. *Acceptance.* Acceptance is the ability to understand another person without becoming judgmental. People have their own ways of thinking and perceiving reality. There is generally more than one way to view an issue, and each is equally valid. By establishing an air of acceptance, people feel respect for themselves and more prone to discuss their issues and feelings.

14.1.17.8. *Advice.* Try to avoid giving advice even when the counselee demands it or requests it. Encourage the counselee to arrive at some conclusions independently. It enhances the counselee's self-confidence and commitment to solutions. However, the counselor may provide specific information regarding policies or regulations.

#### 14.1.17.9. **Positive Encouragement:**

14.1.17.9.1. It is all right to indicate acceptance of productive positions taken by the counselee. In this way, one is using a form of verbal positive reinforcement to move the individual toward a solution. Questions in the form of a sequence of “What ifs” are very useful.

14.1.17.9.2. The way in which a counseling session ends is as important as how it begins. It is not always easy to determine when to end a session, but arriving at a sound solution or plan is a good indicator that the session should be closed. A good technique is to ask the counselee to summarize the session. Counselors should attempt to end on a positive note and inform the counselee of options for future contacts.

14.1.17.10. ***Documenting the Interview.*** Proper documentation is essential for followup and future interviews. You should document the information you obtain on AF Form 174, **Record of Individual Counseling**, or plain bond paper. Keeping notes of key points is acceptable, but extensive note taking detracts from listening and observing. Instead, immediately after the interview, record the information while it is still fresh in your memory. Avoid recording extremely personal or intimate details unless they are highly relative to the issues. Also record any anticipated action or followup actions. The rules to follow in documenting are:

- Record the reason for counseling or problem accurately.
- Record the cause of the problem or contributing factors to the issue.
- Record only pertinent facts.
- Record the actions taken or planned.

Have the counselee sign the form or letter and note any comments. Record followup actions.

#### 14.1.18. **Followup After the Interview:**

14.1.18.1. ***Making Sure the Problem is Solved.*** Counseling does not end at the point that a decision has been made and a course of action agreed on. You must ensure the individual is moving ahead on intended actions and that positive results are realized. It is a common mistake to accept verbal statements in lieu of behavior and observed or measured results. The counselee must be informed that you will be following up to determine if any behavioral changes have been observed. The next step is to do a followup interview along with observations in the work site. This is to determine if counselees are progressing toward solving their issues and problems. Your responsibilities aren't over until the problem is resolved adequately and no further difficulties of the same nature are occurring.

14.1.18.2. ***Individual Accountability.*** Even in those instances where an individual is receiving assistance

through a referral agency, you still have a responsibility to follow up on his or her progress. Such action should not be seen as being overly intrusive. In contrast, it communicates continued interest in helping the individual as well as reminding the counselee of his or her own accountability.

#### 14.1.18.3. ***Confidentiality in Counseling:***

14.1.18.3.1. The terms confidentiality and privacy are legal terms that pertain to issues of counseling. Confidentiality refers to protections against compelled disclosure of shared information in a court of law or court-martial. This protection generally applies only to chaplains and lawyers. Therefore, confidentiality does not exist in a legal sense in counseling sessions. Privacy refers to a restrictive access to information shared. A limited form of privacy applies to the information shared in a counseling session. Specifically, the information will only be used by the supervisor and possibly others in the chain of command on an official-need basis. It is important to never attempt to mislead a counselee regarding the issues of privacy and confidentiality. You should explain the differences between the two concepts at the beginning of the session.

14.1.18.3.2. The use of information should be directed toward helping the counselee grow and develop. If it is necessary to share information with third parties, get the permission and agreement of the counselee. Even under the worst-option scenario in which a counselee has shared information about illegal actions or violations, it is advisable to candidly inform the individual of your obligations and intent.

14.1.19. **Making Referrals.** You must know when to refer people with special problems. It's not your responsibility to handle problems requiring professional help. Once you recognize a problem is beyond your capabilities, refer the person to the agency that is designed to address the particular issue. If you are unsure which referral agency to recommend, ask your supervisor.

#### 14.1.20. **Procedures for Making Referrals:**

14.1.20.1. You should be familiar with the available agencies, both on and off base and the services that each of these agencies provide. When you realize that a person needs special help, use discretion and tact in suggesting the correct referral agency.

14.1.20.2. Don't forget the barriers mentioned earlier. Individuals are likely to be hesitant and embarrassed about seeking help from outside agencies. By being sensitive, exploring the individual's feelings about the referral, and explaining the rationale and benefit of the

referral, these barriers can be overcome. Since you have already established rapport and confidence, it is preferable to help make the arrangements while the individual is in your office. At this time, you may talk with representatives of the referral agency, and at all times you must safeguard the confidentiality of your counselee. Having the counselee present when you make the call adds to his or her trust that no information is being shared with the agency that is not being shared with him or her. Your responsibility doesn't end when the referral is made. You must follow up and provide any needed assistance to the agency.

**14.1.21. Referral Agencies.** Most Air Force bases have a wide range of services which can assist individuals in developing themselves and solving problems. Local civilian communities may also offer important services.

**14.1.21.1. Military Personnel Flight (MPF).** MPFs handle assignments, military identification card processing, promotions, job changes, etc. The MPF is best accessed through the customer service element, which can then direct you to specific services. Casualty Assistance is usually collocated with MPF functions.

**14.1.21.2. Legal Office.** The legal office can provide a range of legal advisement and services for military and family members to include preparing a will, granting a power of attorney, and writing living wills. Military lawyers cannot represent you in civilian court matters, but they can provide legal advice for such issues and other matters, including consumer problems.

**14.1.21.3. Medical Services.** The military health care facilities provides many additional services beyond medical care to include psychological, psychiatric, and social work services. Family advocacy, Civilian Health and Medical Program of the Uniformed Services (CHAMPUS), and the Exceptional Family Member Program are accessed through the medical services area. For more information contact the patient affairs element or office at the nearest military health care facility.

**14.1.21.4. Family Support Center (FSC).** All bases with a military population of over 500 individuals have an FSC. A range of services are offered, including information and referral, Career Focus Program, Personal Financial Management Program, Air Force Aid Society, Transition Assistance Program, Relocation Assistance Program, Volunteer Resource Program, and Family Services.

**14.1.21.5. Chaplain Services.** Chaplain services now offer many varied programs beyond traditional spiritual activities, including youth programs, group counseling, marital enhancement programs, and cultural programs.

**14.1.21.6. Base Education Office.** The base education office is the pivot for both military and nonmilitary self-development. Educational guidance and financial information are available.

**14.1.21.7. Social Actions.** This agency offers several services to include resolution of work center equal opportunity and treatment discrimination complaints or conflicts.

**14.1.21.8. American Red Cross (ARC).** The ARC offers programs for emergency assistance, family death issues, emergency leave, financial counseling, and assistance in communicating between Service members and their families.

#### **14.1.22. Benefits of Counseling:**

**14.1.22.1.** This chapter has presented the needs and benefits of counseling. You may have also perceived that good counseling is somewhat complex and requires some practice and attention on your part. Proper counseling can help you develop a clearer understanding of your people. You can reduce or even eliminate much of the wall that creates misunderstanding, inefficiency, and conflict in the workplace by taking the time to talk and listen to your subordinates.

**14.1.22.2.** Listening is emphasized over talking as it creates the basis for good information-gathering and encourages openness by your subordinates because they feel their thoughts and concerns count.

**14.1.22.3.** Counseling, when properly used, encourages each member of the team to develop more mature and responsible attitudes. They will feel more a part of the process and as a result more responsible and committed to it.

**14.1.22.4.** Counseling is a key part of both proactive management and QAF management because it engenders prevention of problems over cures and development over maintenance.

#### **14.1.23. Thumbnail Summary:**

##### **14.1.23.1. Positive Elements of Counseling:**

- Respect each member as a person of worth.
- Help the member separate facts from feelings.
- Try to see the issue from the other person's perspective.
- Keep a balanced level of involvement between you, the counselee, and the issue.

- Be familiar with outside resources and sensitive to when you need to use them.
- Give the counselee psychological space to promote his or her active participation in the process.
- Ask questions and clarify so as to avoid conclusions based on vague understandings.
- Listen carefully and listen for themes.
- Value honesty in the communication and ensure the subordinate understands the purpose and limits of the session.

#### 14.1.23.2. *Elements to Avoid:*

- Drawing early conclusions.
- Trying to fill the vacuum of silence when it occurs.
- Discussing session material unless it is for the purposes of dealing with the case.
- Removing the responsibility for solution from the counselee.
- Failing to weigh your words and recognize the importance of how the counselee may respond.
- Closing access until the feedback loop is complete.

### 14.2. Destructive Human Behavior:

14.2.1. **Suicide.** The first active duty suicide of 1983 took place shortly after 1 January 1983 when a 23-year-old divorced white male staff sergeant shot himself in the head at his off-base residence near Tinker Air Force Base. He had attended a New Years Eve party where he got into an argument. After leaving the party, he went home and wrote a suicide note and then took his life. He previously told friends he intended to kill himself, but they did not believe him. During the next 11 years he would be joined in death by 722 other Air Force members who also took their lives. (**NOTE:** While reading this section, several comparisons and illustrations will be provided based on 723 total suicides of active duty Air Force members from 1983 through 1993.) No ethnic, racial, or gender group has been spared: during this period suicide claimed 81 officers and 642 enlisted members; 681 males and 42 females; 75 blacks, 637 whites, and 11 members of other racial groups. Some of these victims were barely into their careers while others were well beyond retirement eligibility. The loss of these men and women is not only a tragic personal loss, their passing is a loss to the Air Force as well.

As John Donne wrote,

*“any mans death diminishes me, because I am involved in mankind; and therefore never send to know for whom the bell tolls: it tolls for thee.”*

#### 14.2.1.1. *Suicide: In the Military.*

14.2.1.1.1. The military is not exempt from the problem of suicide. As in the civilian community, suicide ranks third as a leading cause of death among active duty members (following fatal accidents and deaths from natural causes). However, comparing military suicides with those in the civilian sector requires caution, because the military active duty population is not necessarily representative of the larger civilian population. Military and civilian groups (even when matched by age, sex, and race) can vary significantly. For example, all Air Force members are screened prior to entering active duty, a process that continues throughout basic and advanced training. Those who are physically or emotionally unfit for military service are rejected, resulting in an abnormally healthy population, both physically and mentally. All active duty members have at least a high school education; they are all employed; and all have a wide range of support systems available to them. Finally, military members are subject to closer day-to-day supervision and control than most civilians.

14.2.1.1.2. Given these differences, are members of the Armed Forces more or less likely to commit suicide than their civilian counterparts? This fascinating question was addressed by Rothberg, et al (1990) who calculated standardized mortality ratios (SMR) for the Army. The SMR is the ratio of the number of deaths observed in a particular study group to the number of deaths expected in a same-size, age-matched comparison population. A SMR less than 100 indicated lower mortality in the study group relative to the group with which it is being compared. When it is found that members of the group being studied have a SMR of less than 100, the result is referred to as the “healthy worker effect.” By comparing the Army (1986 population) with the most comparable civilian population, Rothberg found a suicide SMR of 68.8. Or, phrased another way; in 1986, there were 31 percent fewer suicides among active duty members of the Army than in a comparable civilian population. Data from the Air Force (using the same method) yields an SMR of 58, indicating that suicide among active duty Air Force personnel is only slightly more than half of what would be expected based solely on civilian population figures.

14.2.1.1.3. However, when suicides do occur in the Air Force, they generate a number of serious problems. First and foremost, they represent a tragic loss of human life. Suicide victims deny themselves the richness and joy of

life and their act leaves an enormous burden of grief, anger, bitterness, and guilt for their loved ones. Second, suicides are disruptive to the surviving members of the military community. As word of a suicide spreads it can have a profound impact on the perception of the quality of military life. Third, active duty suicides can have a direct impact on mission sustainability through loss of the victims productivity and the associated disruption it causes. Finally, suicide is expensive. The loss to the Air Force also includes the economic value invested in the victim, the direct cost of death benefits following the suicide, the loss of anticipated services, and the cost of replacing the victim. AFI 91-204, *Investigating and Reporting US Air Force Mishaps*, table 2.1 (formerly AFR 127-4), lists the fatality costs of rated officers (\$1,100,000); nonrated officers (\$395,000); and cadets or enlisted members (\$125,000 for a nonflight fatality and \$270,000 for a flight fatality). As these figures suggest, the economic cost of active duty suicides is very substantial.

14.2.1.1.4. This cost in lives, community well-being, productivity, and economic value is neither inevitable nor necessary. Suicide can be understood and dealt with. It is likely that a substantial proportion of military suicides can be prevented. Even though individual suicides are virtually impossible to predict, enough is known about the context of military suicides and the risk factors associated with them that realistic and effective preventive efforts are possible and should be promulgated with all the force and effectiveness of other command initiatives.

#### 14.2.1.2. *Definition of Terms:*

14.2.1.2.1. Because of its complexity, suicide has been difficult to define with precision and accuracy.<sup>49</sup> However, suicide is operationally defined as the self-inflicted death of a person, based on the victims wish to die and an understanding of the probable consequences of his or her actions in furtherance of that goal. This definition is based on the Operational Criteria for Classification of Suicide (figure 14.3). This definition includes deaths resulting from Russian roulette because victims of that practice differ from other inherently dangerous acts because in addition to being voluntary, it does not require skill or timing: the gun either fires or it does not. It should be noted that mental health professionals do not necessarily agree on this point, and many consider death from Russian roulette to be accidents.

14.2.1.2.2. Active duty includes members of the United States Air Force who are on extended active duty, cadets

at the Air Force Academy, and members of reserve components who are either on active duty for training or who are participating in inactive duty for training. This last category includes reservists who are involved in weekend training at the time of their deaths. The following categories are specifically excluded: reservists who commit suicide in a purely civilian capacity; retirees; dependents; visitors; intruders; civilian employees of the Air Force; members of other branches of the Armed Forces who commit suicide on an Air Force installation; and suicides committed by Air Force members confined to the United States Disciplinary Barracks.

14.2.1.3. ***Suicide: The Victims.*** As table 14.1 indicates, a total of 723 active duty members are known to have taken their lives between 1 January 1983 and 31 December 1993, for an average of 66 suicides per year. This means that an active duty suicide occurs in the Air Force about once every 5 days.

#### 14.2.1.3.1. *Suicide Rates.*

14.2.1.3.1.1. Although it is important to know the absolute number of suicides per year, raw numbers by themselves often conceal more than they reveal. Comparing the number of suicides per year is risky because doing so assumes both a military population that remains constant in size and composition and a geopolitical context that is likewise stable over time, neither of which is necessarily true. If the composition of the Air Force or the contexts in which it functions change over time, those changes can have an impact on the number of suicides. Perhaps the best way to assess the gross number of suicides is to look at their rate per 100,000 population. Using this approach makes it possible to compare annual figures without introducing bias arising from changes within the size of the military population. Moreover, suicide is normally expressed in terms of its rate per 100,000 population. Table 14.2 presents active duty suicides by both number and rate for the 11-year period.

14.2.1.3.1.2. How does the Air Force compare with the civilian community in its suicide rates? Table 14.3 shows this relationship over the period. Note, however, that even though these are gross rates which have not been adjusted for age, sex, or race they still provide a convenient perspective. As you will see, there are significant variations within the larger population that make gross rates by themselves inadequate as an accurate measure of the problem.

14.2.1.3.1.3. Over the 11-year period from 1983 through 1993, the overall average suicide rate for the Air Force was slightly lower than that of the national average; however, the difference between the two is not statistically significant. As noted earlier, even though

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<sup>49</sup> Boldt, M., The Meaning of Suicide, *Crisis*, 9/2 (1988): 93-108.

1. Self-Inflicted : Evidence that death was self-inflicted. Pathological, toxicological, investigative, and psychological evidence as well as statements of the deceased or witnesses may be used in support of this determination.
2. Intent : Evidence that at the time of injury the deceased intended to kill himself or herself and wished to die and that he or she understood the consequences of his or her actions. This is based on:
  - Explicit verbal or nonverbal expressions of the victim's intention to take his or her own life.
  - Implicit or indirect evidence of the victim's intent to die, such as:
    - Making preparations for death inappropriate to or unexpected in the context of the deceased's life.
    - Expressing farewell or a desire to die or offering an acknowledgment of his or her impending death.
    - Expressing hopelessness.
    - Trying to obtain or learn about means of death or rehearsals of lethal behavior.
    - Taking precautions to avoid being rescued after the lethal event is set in motion.
    - Evidence the deceased recognized the highly lethal potential of the means used.
    - Previous suicide attempts.
    - Previous suicide threats or communications.
    - Stressful events or significant losses in the life of the deceased, either actual or threatened.
    - The presence of symptoms of clinical depression or a mental disorder.

**NOTE:** These criteria were developed by a working group of individuals representing the American Academy of Forensic Sciences, the American Association of Suicidology, the Association for Vital Records and Health Statistics, the Centers for Disease Control, the International Association of Coroners and Medical Examiners, the National Association of Counties, the National Association of Medical Examiners, and the National Center for Health Statistics.

**Figure 14.3. Operational Criteria for Classification of Suicides (OCCS).**

<b>Table 14.1. USAF Active Duty Suicides by Year (1983 - 1993).</b>		
<b>L I N E</b>	<b>A</b>	<b>B</b>
	<b>Year</b>	<b>Number</b>
<b>1</b>	1983	57
<b>2</b>	1984	59
<b>3</b>	1985	78
<b>4</b>	1986	58
<b>5</b>	1987	82
<b>6</b>	1988	98
<b>7</b>	1989	56
<b>8</b>	1990	53
<b>9</b>	1991	65
<b>10</b>	1992	61
<b>11</b>	1993	56
<b>12</b>	Total	723
<b>13</b>	Average Per Year	66

**SOURCE:** AFOSI IOC / MCD

<b>Table 14.2. USAF Active Duty Suicides by Number and Rate (1983 - 1993).</b>			
<b>L I N E</b>	<b>A</b>	<b>B</b>	<b>C</b>
	<b>Year</b>	<b>Number</b>	<b>Rate (Note)</b>
<b>1</b>	1983	57	9.6
<b>2</b>	1984	59	9.9
<b>3</b>	1985	78	12.9
<b>4</b>	1986	58	9.5
<b>5</b>	1987	82	13.5
<b>6</b>	1988	98	17.0
<b>7</b>	1989	56	9.8
<b>8</b>	1990	53	9.8
<b>9</b>	1991	65	12.8
<b>10</b>	1992	61	12.5
<b>11</b>	1993	56	13.0
<b>12</b>	Average	66	11.8

**NOTE:** Rate per 100,000

the Air Force draws its members from the civilian population the two are not necessarily comparable. Because of the ways in which the military and civilian populations differ from one another, gross rates tend to be somewhat misleading. During this period, 603 (or 83 percent) of the Air Force suicide victims were white males of which 535 (or 74 percent) were enlisted members. The enlisted population of the Air Force is an age-restricted group with no members below the age of 17 and only a relatively small proportion above the age of 45; therefore, the Air Force rate takes on a somewhat

altered perspective when compared with the larger civilian population.

14.2.1.3.2. *Age.* The average age of Air Force suicide victims during the 11 years was 29; however, as table 14.4 indicates, this average fluctuated by sex and grade. The lowest average age (26) was for women and the highest (35) was for officers. The average age of enlisted suicide victims (28) suggests that these victims were at or near the midpoint of their careers, which is corroborated by the fact that 62 percent of them were in grades SrA/Sgt through TSgt. Young adults between 25 and 34 face a number of

<b>Table 14.3. Suicide Rates per 100,000 Active Duty vs US Population (1983 - 1993).</b>			
<b>L I N E</b>	<b>A</b>	<b>B</b>	<b>C</b>
	<b>Year</b>	<b>USAF</b>	<b>Civilian</b>
<b>1</b>	1983	9.6	12.1
<b>2</b>	1984	9.9	12.4
<b>3</b>	1985	12.9	12.3
<b>4</b>	1986	9.5	12.8
<b>5</b>	1987	13.5	12.7
<b>6</b>	1988	17.0	12.3
<b>7</b>	1989	9.8	12.5
<b>8</b>	1990	9.8	12.4
<b>9</b>	1991	12.8	11.9
<b>10</b>	1992	12.5	11.3
<b>11</b>	1993	13.0	11.7
<b>12</b>	Average	11.8	12.2

**SOURCE:** National Center for Health Statistics (U.S. Department of Health and Human Services)

<b>Table 14.4. USAF Active Duty Suicides - Average Age by Sex and Status (1983 - 1993).</b>						
<b>L I N E</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>
	<b>Year</b>	<b>Males</b>	<b>Females</b>	<b>Enlisted</b>	<b>Officer</b>	<b>High Risk (Note 1)</b>
<b>1</b>	1983	27	(Note 2)	27	34	29
<b>2</b>	1984	28	24	27	35	33
<b>3</b>	1985	28	23	27	35	28
<b>4</b>	1986	30	26	29	35	30
<b>5</b>	1987	29	22	27	36	27
<b>6</b>	1988	29	26	28	35	29
<b>7</b>	1989	27	25	27	29	29
<b>8</b>	1990	30	27	29	37	29
<b>9</b>	1991	29	31	28	36	29
<b>10</b>	1992	28	29	29	34	29
<b>11</b>	1993	29	26	28	46	28
<b>12</b>	Average	29	26	28	35	29

**NOTES:**

1. High risk consists of white male enlisted members.
2. There was one female suicide, a 40-year old officer, in 1983.

unique developmental challenges that place them at risk for suicide. For example, they must establish intimacy and avoid isolation.<sup>50</sup> Suicide risk is probably higher for single persons in this age range because failures in attachment increase ones feeling of isolation and loneliness. Young adults must also come to terms with important life choices: career, marriage, childrearing, and personal goals. Some of the common features found in the suicides of young adults in both the

larger population and the Air Force are marital and financial problems as well as problems at work.<sup>51</sup>

Case Example: A 27-year old white male Sgt, Aircraft Maintenance Specialist with nearly 9 years of service was separated from his wife pending their divorce over of his infidelity. He was

<sup>50</sup> Erikson, E. H., *Identity and the Life Cycle*, Norton, 1980.

<sup>51</sup> Stillion, J. M. and McDowell, E. E., Examining Suicide from a Life Span Perspective, *Death Studies*, 15 (1991): 327-354.

Table 14.5. USAF Active Duty Suicides by Race, Sex, and Military Status (1983 - 1993).				
L I N E	A	B	C	D
	Sex/Race	Enlisted	Officer	Total
1	White Males	535 (74%)	68 (9%)	603 (83%)
2	Black Males	63 (9%)	4 (- %)	67 (9%)
3	Other Males	10 (1%)	1 (- %)	11 (<2%)
4	White Females	26 (4%)	8 (1%)	34 (5%)
5	Black Females	8 (1%)	0 (0%)	8 (1%)
6	Other Females	0 (0%)	0 (0%)	0 (0%)
7	Total	642 (89%)	81 (11%)	723 (100%)

Table 14.6. USAF Active Duty Enlisted Suicide Rates by Race and Gender (1983 - 1993) (Note).		
L I N E	A	B
	Race and Gender	Suicide Rate
1	White Males	29.2
2	Black Males	7.9
3	Other Males	7.2
4	White Females	6.4
5	Black Females	5.3
6	Other Females	0

**NOTE:** The rates reported in this table are annualized per 100,000.

also involved in a stormy relationship with his girlfriend and had financial and alcohol abuse problems. Although he had made a previous gesture and was under mental health care for depression, he hanged himself at his off-base residence.

#### 14.2.1.3.3. *Race and Gender:*

14.2.1.3.3.1. Although an average of about 80 percent of the active duty force was white, 88 percent of all active duty suicides were committed by whites. Blacks, who comprised about 17 percent of the active force, only accounted for 10 percent of the active duty suicides (See table 14.5 for a breakdown of active duty suicides by race, status, and gender). This is not surprising, as the black suicide rate in America has historically been about half that of whites, although it is increasing. Although there has been considerable speculation on the reason for the difference in rates between blacks and whites, no clear consensus has emerged.<sup>52</sup>

14.2.1.3.3.2. Just as blacks account for a small proportion of all active duty suicides, females are

likewise “under-represented.” Males comprised an average of 87 percent of the enlisted force but accounted for 94 percent of the suicides. When enlisted suicides are examined by race and gender (in terms of rates rather than numbers or percentages) the relationship is much more striking, as table 14.6 indicates. The rate for enlisted white males is significantly higher than for any other category, including the gross rate for the Air Force as a whole and the civilian suicide population. Because of this elevated level of suicide victimization, the category of enlisted white male is referred to as the Air Forces high risk population.

14.2.1.3.3.3. Historically, suicide attempts by females have been high while completed suicides have been low. This generalization is complicated by speculation that women are more likely to use less lethal methods and are, there-fore, more likely to fail; whereas, men are more likely to use highly lethal methods and succeed.<sup>53</sup> The

<sup>52</sup> Hendin, H., *Black Suicide*, New York, Basic Books, 1969.

<sup>53</sup> McIntosh, J. L. and Jewell, B. L., *Sex Difference Trends and Completed Suicide, Suicide and Life-threatening Behavior*, 16/1 (1986): 16-27; Rich, C. L., Ricketts, J. E., Fowler, R. C., and Young, O., *Some Differences Between Men and Women Who Commit Suicide, American Journal of Psychiatry*, 145/6 (1988): 718-722; Wicks, *The Choice of Weapons: A Study of Methods of Suicide by Sex, Race, and Region*, 1980.

largest number of completed suicides among females in the civilian population occurs in the age group 45-64, an age range that does not lend itself to comparison with the Air Force because of the limited number of active duty females within that age range. Suicide by younger civilian women is typically preceded by familial loss (divorce, separation, or abandonment) or disruption, or by the onset of psychiatric problems,<sup>54</sup> and this appears to be equally true for the military and civilian populations.

14.2.1.3.3.4. Of the 41 female suicide victims, 14 (34 percent) were married and 27 (or 66 percent) were either single or divorced. Of the married female victims, 71 percent were experiencing marital problems at the time of their deaths; almost a quarter of them were separated from their husbands and the majority were deeply depressed at the time of their deaths.

Case Example: A 35-year-old white 1<sup>st</sup> Lt staff nurse who had been sexually abused by her father between the ages of 12 and 16 was separated from her husband. She was depressed over problems in managing her children, for which she was receiving mental health counseling. Unable to cope, she took her life by overdosing on drugs.

Case Example: A 24-year-old white female Amn in the process of being discharged for self-admitted homosexuality expected an honorable discharge. However, she learned that she was going to receive a general discharge. Later that day she attended a party, where she became upset. She fled the party and walked down a railroad track. When she saw a train coming she stood still, crossed her arms, and smiled. She was killed instantly when the train struck her.

14.2.1.3.4. *Grade.* One of the most important relationships an individual has with the military is that of grade. One's grade determines such things as income, status, power, and influences one's ability to adapt and succeed within the military community. A person's grade can also have a powerful influence on his or her self-perception and personal as well as professional expectations. People whose age, education, or experience are not in harmony with their grade may experience more stress than their contemporaries. In addition, the loss of grade or failure to progress in grade can produce considerable anxiety and stress for the individual. In the case of senior NCOs and officers, feelings of personal or professional disgrace can exceed the individuals'

coping mechanisms. Table 14.7 shows the distribution of suicide victims by their military grade. During the 11 year period, 642 (or 89 percent) of the active duty suicides were committed by enlisted members. Of the 81 remaining suicides, 80 were committed by commissioned officers and one by a cadet at the Air Force Academy.

14.2.1.3.5. *Mental Health Problems.* Depression and other mental illnesses are genuine risk factors and should not be considered in isolation as they are often symptomatic of other problems in the individual's life and may be closely related to his or her ability to cope with stress.<sup>55</sup> Depression typically arises from other conditions, especially marital problems, financial difficulties, work-related problems, substance abuse, and so on. Although identifying depression as a risk factor is important, it may be even more important to identify the basis and nature of the individual's depression. Table 14.8 identifies some stress indicators that can help you determine if someone you know may be succumbing to depression.

14.2.1.3.6. *Financial Problems.* Twenty-three percent of the suicide victims were in the throes of significant financial problems at the time of their death. In some cases the problem was caused by the victim's spouse, whose spending was beyond the control of the victim. In other cases, the problem was the victim's own doing. Some of the victims' financial problems resulted from immaturity and impulsiveness while others appeared to be a form of acting out. Although financial problems do appear to play a significant role in Air Force suicides, where they do occur, they can be a clue to the individual's need for help. Air Force commanders are frequently contacted concerning the financial indebtedness of their subordinates or failure to honor financial obligations. Alert commanders often recognize this as being symptomatic of a broader pattern of ineffective coping behavior. As such, it has the potential for being another point of intervention that might collectively reduce the overall suicide rate within the Air Force.

Case Example: A 33-year-old recently divorced white male TSgt services superintendent was depressed over problems with his girlfriend, work-related problems, and his indebtedness of \$25,000. After writing multiple suicide notes he asphyxiated himself with auto exhaust.

Case Example: A 36-year-old divorced white male TSgt precision instrument specialist was depressed

<sup>54</sup> Bourque, L. B., Kraus, J. F., and Cosand, B. J., *Attributes of Suicides in Females, Suicide and Life Threatening Behavior*, 13/2 (1983): 123-138.

<sup>55</sup> Scholz, O. B. and Pfeffer, M., *On the Relationship Between Depression, Coping Behavior, and Suicide*, *Crisis*, 8/2, (1987): 138-150.

Table 14.7. USAF Active Duty Suicides by Grade (1983 - 1993).						
L I N E	A	B	C	D	E	F
	Grade	Officer Number	Percent	Grade	Enlisted Number	Percent
1	Cadet	1	-	---	---	---
2	2nd Lt	7	9	AB	20	5
3	1st Lt	14	17	Amn	36	6
4	Capt	26	32	A1C	118	18
5	Maj	18	22	Sra/Sgt	163	25
6	Lt Col	8	10	SSgt	154	24
7	Col	7	9	TSgt	84	13
8	Brig Gen	0	0	MSgt	47	7
9	Maj Gen	0	0	SMSgt	16	2
10	Lt Gen	0	0	CMSgt	4	<1
11	Total	81	100		642	100

Table 14.8. Stress Indicators.			
L I N E	A	B	C
	Emotional	Behavioral	Physical
1	Apathetic The “blahs” Avoids recreation Sad; depressed	Withdrawn Socially isolated Avoids responsibility Neglects duties	Preoccupied Death Sickness Health
2	Shows Anxiety Restless Agitated Insecure Feels worthless	Starts to “Act Out” Alcohol abuse Gambling Spending sprees Sexually promiscuous	Frequent Colds Minor ills Aches Pains
3	Acts Irritable Overly sensitive Defensive Arrogant Argumentative Insubordinate Hostile	Drawn to Danger Talks about suicide Suicide gestures Gives away possessions Accident prone Indifferent to danger Reckless	Somatic Headaches Indigestion Nausea Vomiting Diarrhea Constipated
4	Mentally Fatigued Preoccupied Can’t concentrate Inflexible	Performance Problems Late for work Poor appearance Poor hygiene	Sex Drive Diminished Impotent Indifferent
5	Overcompensates Exaggerates Plays “big shot” Works to exhaustion Denies problems Suspicious Paranoid	Legal Infractions Indebtedness Shoplifting Traffic tickets Assaultive Spouse abuse Article 15s	Weight Rapid Gain Rapid Loss

over serious financial problems stemming from his compulsive gambling. He shot himself in the head with the same shotgun his father had used to commit suicide.

14.2.1.3.7. *Legal Problems.* A small proportion of the victims (114, or 16 percent) were involved in difficulties with law enforcement agencies or the courts at the time of their death. About half of them were investigated by the Air Force Office of Special Investigation (AFOSI) for the suspected violation of a criminal act and about half were under investigation (or charged) by a civilian law enforcement agency. Being under investigation for a suspected criminal offense, especially if the crime involves moral turpitude, is extremely stressful. This is compounded by the fact that legal outcomes are difficult to anticipate, and many suspects expect the worst. Legal problems almost always entail career problems, as conviction in court (including civilian courts) is also cause for administrative action by the Air Force. Thus, military members facing serious legal problems must also worry about public disgrace and a very real threat to their careers. For some, this was simply more than they could tolerate.

Case Example: A 31-year-old married white male SSgt information management specialist was under investigation by local police for reportedly sexually assaulting a member of his Boy Scout troop. The day after he was scheduled to discuss the matter with the police he was found in a wooded area, where he had shot himself in the head.

Case Example: A 20-year-old single white male Amn was given an Article 15 and 30 days correctional custody for sleeping on duty. He told friends he would go AWOL before letting himself be confined. After writing a suicide note he fled to Los Angeles where he jumped 20 floors to his death.

Case Example: A 49-year-old black male major was suspected of sodomizing a 9-year-old boy for which he was under investigation by AFOSI. He agreed to take a polygraph examination although he told the agents he was afraid he would fail. He also told them he was thinking about killing himself. The majors comments were reported to his commander, who took no action. The day before he was to take the polygraph examination he borrowed a pistol and shot himself in the head.

14.2.1.3.8. *Death-Related Issues.* About 5 percent of the active duty suicides involved a death-related issue, almost always involving the death of someone close to the victim. Interestingly, within families of suicide victims, there are more records of previous deaths in the recent

family history than in families that have not experienced a suicide; this has been referred to as a “trend toward death”<sup>56</sup> If the victim experienced a premature (especially a traumatic) death of a loved one but has not properly mourned the loss, a pathological grief reaction may ensue. Pathological grief reaction is a clinical problem in which a survivor is unable to cope with the loss of a loved one and, in its most extreme manifestation, ultimately takes his or her own life.

Case Example: A 27-year-old white male SSgt flight management specialist was separated from his wife pending divorce. He was unhappy with a recent rating at work and was an alcohol abuser. He was under mental health care for two previous suicide attempts and had told others of his plans to take his life. He said he believed it was his destiny to commit suicide as his father and an uncle had taken their own lives. The day he was released from the psychiatric unit where he was being treated he shot himself in the head with a rifle while talking on the phone with his estranged wife.

Case Example: A 20-year-old single white male A1C storage and issue clerk who was having problems with his girlfriend was deeply upset when his best friend was killed in an accident. He was also depressed over the death of his mother, who had been stabbed to death by his father in his presence before he entered the Air Force. He told his girlfriend it was more than he could handle and that he intended to kill himself. He then borrowed a .38 caliber pistol from a friend and shot himself in the heart.

14.2.1.3.9. *Work-Related Problems.* Not surprisingly, almost half the victims (310, or 43 percent) had work-related problems. In some cases the victim brought his or her personal problems to work, and as a result added them to his or her job. In other cases, the victims took work-related problems home and added them to their non work-related problems. Of those who were married, more than a third had both serious marital and work-related problems. This is a particularly dangerous combination as it leaves the victim with virtually no safe haven.

#### 14.2.1.4. *Suicide--The Event:*

14.2.1.4.1. *Impulsive Act.* Although the act of self-destruction may take only a few minutes to carry out, suicides normally involve a great deal more than the fatal event. Impulsive suicides are relatively rare. Most

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<sup>56</sup> Sperling, E., Suizid und Familie, Gruppenpsychother. Gruppendynamik, 16 (1964): 24-34.

impulsive suicides occur during a moment of great stress that is preceded by a series of emotionally laden problems, as the examples below indicate:

Case Example: A 26-year-old married white male SrA got into a heated argument with his pregnant wife in their on-base residence. During the argument he produced a pistol. A friend who witnessed the incident told the SrA he was only joking and could not kill himself. The SrA replied, “You don’t think I can do it”? He shot himself in the head.

Case Example: A 33-year-old married white male A1C who had received an Article 15 for theft of government property was arrested for stealing merchandise from an off-base store where he worked part time. After his arrest, he requested legal counsel and was released to the custody of his first sergeant. The A1C went directly to a pawn shop where he purchased a pistol. He then went to a public park where he shot himself in the head.

14.2.1.4.2. *As a Process.* Although a small proportion of the active duty suicides were impulsive (like those illustrated above), most were not. Typically, the victim first comes upon the idea of suicide as a hypothetical solution to his or her problems and gradually focuses on it as the only solution. As this process evolves, the victim comes to see life in increasingly narrower terms until his problems are seen as hopeless and suicide is viewed as the only way out. During this process the individual is likely to drop suicidal “hints,” both verbal and behavioral. These hints are a way of “testing the water,” enabling the person at risk to validate the concept by gauging the responses of those to whom the hints are directed.

14.2.1.4.3. *Communications Before the Event.* Of the 723 victims, at least 341 (47 percent) communicated their intention to kill themselves. In some cases these communications were clear. For example, one 19-year-old AB who had been having serious marital problems told his coworkers that he was so unhappy about his marriage problems that he was going to kill himself. They thought he was just “blowing off steam” and took no action. He subsequently shot himself in the head with a .44 caliber pistol. In another case, a 19-year-old Amn who was an alcohol abuser was depressed over girlfriend and financial problems. He told a friend that he was going to retrieve his rifle from a pawn shop and kill himself, which he did the following day. In other cases, the victim communicated suicidal intentions indirectly, often in the form of “good-bye” statements or by making comments that everyone would be better off if he or she were dead. Vague allusions to suicide are easy to dismiss because of their passive nature and because many people

mistakenly believe that people who talk about suicide are less likely to actually do it.

Case Example: A 20-year-old white male A1C security policeman with a history of seizure disorders was depressed over problems with his pregnant girlfriend. He made several suicide attempts after telling coworkers (who ignored him) that he intended to kill himself. He shot himself in the head with his duty weapon while sitting in a security police vehicle.

#### 14.2.1.4.4. *Attempts and Gestures:*

14.2.1.4.4.1. AFOSI experience clearly indicates that, as a group, suicide “attempters” are analytically distinct from “completers”. Most people who genuinely intend to kill themselves are apparently successful in doing so, and most people who make unsuccessful attempts or gestures apparently do not really wish to end their lives. Although there are exceptions in both categories, this generalization has held true in the Air Force for well over a decade. Actual suicides are nearly always characterized by a combination of high lethality in the method selected and a low probability of rescue (this is discussed further below under methods).

14.2.1.4.4.2. Suicide attempts and gestures are a form of communication that should be interpreted as a plea for help. As one authority has noted, “they are a form of nonverbal communication used after all attempts at verbal communication have failed”.<sup>57</sup> Even when the attempt or gesture is manipulative, it is still diagnostic of a problem that needs some kind of attention. Of the 723 people who took their lives, at least 94 (13 percent) had previously made a suicide attempt or gesture. These attempts often appear as part of a larger pattern that if ignored can escalate into successful self-destruction.

Case Example: A 22-year-old white male A1C was depressed after breaking up with his homosexual lover and was also afraid he had AIDS. He had trouble “fitting in” in the Air Force, and was under mental health care for a previous suicide attempt. He shot himself in the mouth with a 10 millimeter pistol in his barracks room after leaving a suicide note and a hand-made last will and testament.

14.2.1.4.5. *Suicide Notes.* Suicidal communication after the fact usually take the form of notes left at the death scene by the victim, but may also include audio or video recordings. Of the 723 suicides, 333 (46 percent)

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<sup>57</sup> Poeldinger, W. J., *The Psychopathology and Psychodynamics of Self-Destruction, Crisis*, 10/2 (1989): 113-122.

Table 14.9. USAF Active Duty Suicides by Method and Gender (1983 - 1993).							
LINE	A	B	C	D	E	F	G
	Males		Females		Total		
	Method	Number	Percent	Number	Percent	Number	Percent
1	Firearm Pistol Rifle Shotgun	396 (270) (54) (72)	58	22 (21) (0) (1)	54	418 (291) (54) (73)	58
2	Hanging	113	16	4	10	117	16
3	Auto Exhaust	81	12	4	10	85	12
4	Drug Overdose	29	4	6	15	35	5
5	Jump/Fall	17	2	2	5	19	3
6	Asphyxiate	10	2	1	2	11	2
7	Vehicle vs. Object	9	1	0	0	9	1
8	Cutting	7	1	0	0	7	1
9	Drowning	7	1	1	2	8	1
10	Poison	5	<1	0	0	5	<1
11	Other	7	1	1	2	8	<1
12	Unknown	1	<1	0	0	1	<1
13	Total	682	100	41	100	723	100

left a suicide note. These notes take many forms. Some are angry, others are depressed and self-condemning, and some take the form of a simple last will and testament. Of those who left suicide notes, 183 (25 percent) also verbally communicated their suicidal intent prior to taking their lives. Interestingly, 228 victims (32 percent) neither communicated their intent nor left a note. Perhaps they felt they had nothing more to say or no one to say it to.

#### 14.2.1.4.6. *Method:*

14.2.1.4.6.1. Of the 723 suicides, 620 (86 percent) used one of three methods: 418 (58 percent) used firearms; 117 (16 percent) hung themselves; and 85 (12 percent) used auto exhaust. Table 14.9 shows the distribution of suicides by method. As noted above, it is evident that the successful suicides combined a very high degree of lethality in their method with a correspondingly low probability of rescue.

14.2.1.4.6.2. The most common method of suicide in the United States is by firearm.<sup>58</sup> This is true within the Air Force as well. Of the 418 victims who died from self-inflicted gunshot wounds, 291 (40 percent) used a pistol; 54 (7 percent) used a rifle; and 73 (10 percent)

used a shotgun. The seriousness of their intent is reflected by the fact that 83 percent of all self-inflicted gunshot wounds were to the head (16 percent were to the chest and only one percent were to the abdominal region).<sup>59</sup>

14.2.1.4.7. *Place.* Suicides are usually private acts--less than one percent are witnessed. Perhaps the victims sense of isolation and feeling of estrangement contributes to the desire for privacy; perhaps privacy is sought to reduce the likelihood of intervention by others. In any event, most suicide victims seek locations where they will be alone when they die. Likewise, most opt for a familiar place, whether it is their residence, automobile, or some outdoor location where they feel comfortable (table 14.10). In one instance a young airman took his life in his barracks room, but left a note on the door that said, **DO NOT ENTER. SUICIDE. CALL SECURITY POLICE.** Most of the active duty suicides (48 percent) occurred inside a residence (usually the victims own) and most of the rest were evenly divided between the victims motor vehicle (18 percent) or outdoors (18 percent). Of the 723 active duty suicides, 198 (27 percent) took place on base. Members of the Air Force are seldom isolated from the civilian community. Many live off base and nearly all of them interact in various ways with the larger

<sup>58</sup> DiMaio, V. J. M., *Gunshot Wounds*, New York: Elsevier, 1985. See especially pages 293-302.

<sup>59</sup> Eisele, J. W., Reay, D. J. and Cook, A., *Sites of Suicidal Gunshot Wounds*, *Journal of Forensic Sciences*, 26/3 (1981): 480-485.

Table 14.10. USAF Active Duty Suicides by Location (1983 - 1993).			
LINE	A	B	C
	Location	Number	Percent
1	Private residence	347	48
2	Motor vehicle	133	18
3	Outdoors	129	18
4	Barracks	72	10
5	Other building	22	3
6	Hotel or motel	20	3
7	Other or unknown	0	0
8	Total	723	100

Table 14.11. Number of Active Duty Suicides by Month (1983 - 1993).													
LINE	A	B	C	D	E	F	G	H	I	J	K	L	M
	Year/ Number/ Percent	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
1	1983	4	3	4	9	2	4	5	5	8	3	5	5
2	1984	5	5	5	3	5	6	5	7	6	3	7	2
3	1985	6	5	6	9	5	7	8	5	5	9	10	3
4	1986	5	6	3	1	8	5	5	3	4	3	7	8
5	1987	9	5	10	6	9	3	8	4	7	7	5	9
6	1988	8	11	8	8	10	11	8	5	10	6	7	6
7	1989	2	3	6	3	4	4	5	6	5	6	10	2
8	1990	10	6	3	3	4	4	6	2	4	1	5	5
9	1991	9	5	8	3	5	5	7	3	7	4	6	3
10	1992	8	5	4	1	4	4	6	6	4	9	4	6
11	1993	3	7	2	6	4	3	4	4	7	4	6	6
12	Number	69	61	59	52	60	56	67	50	67	55	72	55
13	Percent	9	8	8	7	8	8	9	7	9	8	10	8

community. Perhaps this is why such a large proportion of the active duty suicides take place off base.

14.2.1.4.8. *Time of Year.* The distribution of suicides by month, as shown in table 14.11, has been remarkably consistent over time. There was an average of six suicides per month with no statistically significant differences among the months. Although there is a widespread belief that suicides increase during the fall holidays (Thanksgiving and Christmas), no such relationship was noted in the Air Force, although there was a strong (but not statistically significant) upward trend in November.

14.2.1.5. *Suicide: The Institutional Setting.* The suicides committed during the 11-year period can also be analyzed in terms of their larger institutional setting; that is, within the context of the larger Air Force. By doing so, it becomes possible to observe trends or patterns linked with organizational variables. This can give Air Force commanders a better perspective on the problem and how it correlates with the organizational

and community structure of the Air Force.

14.2.1.6. *Suicide: By Theater.* The Air Force operates in three primary theaters: the Continental United States (CONUS); the Pacific Region (PACAF); and in Europe (USAFE). Although these designators do not lend themselves to consistently strict geographic interpretation, they are close enough to facilitate a broad analysis. Table 14.12 reflects the distribution of suicides within these theaters. The three theaters represent a fairly accurate distribution of the Air Force, and their respective number of suicides and rates are consistent with what would be expected. There is no reason to suspect that being outside the United States contributes to active duty suicides; if anything, the opposite is more likely to be true.

14.2.1.7. *Suicide: Why?*

14.2.1.7.1. It is one thing to tabulate statistics on suicide,

Table 14.12. USAF Active Duty Suicides by Theater (1983 - 1993).			
LINE	A	B	C
	Theater	Number	Percent
1	CONUS	598	83
2	PACAF	46	6
3	USAFSE	79	11
4	Total	723	100

but to understand why an individual decides to take his or her life is another matter. The heart of the problem lies in the fact that suicide is a choice. Clearly, many of the victims gave the matter considerable thought before they opted for self-destruction. Perhaps they believed the decision to commit suicide was their *best* choice. Perhaps they saw it as their *only* choice. Our best clues to this decisionmaking process come from analysis of the victims behavior, what he or she had to say prior to the suicide, and the content of the suicide notes. Understanding why people kill themselves is critically important because, to be effective, suicide prevention must alter the potential victims decision-making process before he or she finally selects suicide.

14.2.1.7.2. Behavior is driven by purpose: people do things for a reason. There is no such thing as random behavior. Even so, people are not always consciously aware of why they behave the way they do. A great deal of human behavior has to do with “protecting” the individual from physical and psychological harm and stress. To do this, people have complex personalities which employ psychological defense mechanisms to protect their sense of well-being. This is not always easy, as the realities of life sometimes exert enormous pressure. Perhaps it helps to look at personality as a toolbox and the psychological defense mechanisms as the tools. Depending on the kind of “work” that needs to be done to protect the individual, he or she intuitively selects the best tools for the job and tries to fix what’s broken. If some of the tools are missing or if the individual doesn’t know how to use them, efficiency is diminished. Sometimes people use the right tools the wrong way; other times they use the wrong tools. Worse yet, they deny the fact that anything is broken and make no effort to fix what needs to be repaired. In some cases, the individual even breaks things that are working fine. They do this for what seems to them to be very good reasons, although to the rest of us it looks crazy.

14.2.1.7.3. Although they normally serve us very well, when these tools are misused the individuals behavior becomes maladaptive and the results show up as problems that are reflected in how the person talks and

behaves. When ones behavior and communications are completely out of touch with reality, we consider him or her to be psychiatrically incapacitated. If he or she is able to function adequately, friends are much less likely to see the signs.

14.2.1.7.4. Another sign appears to be the occurrence of another suicide. Suicide can be a kind of proximity bomb that triggers other suicides. Analysis of active duty suicides clearly points to a “clustering” phenomenon: suicides are more likely to take place in a military communities where there have been other recent suicides. Although it is only a matter of speculation at this point, all communities (military and civilian) may have a “population at risk” consisting of people who are at more than casual risk for suicide. Most of these people are ambivalent about taking their lives and, although they may think about suicide a great deal, they have not fully committed themselves to self-destruction. However, if another person (especially one who is “like” them) commits suicide, that act may have special significance to those at risk. It says, in effect, “Yes, suicide *is* an option. Look at so-and-so. He was in your shoes just a few days ago and now his problems are over. Go for it!” If the community has a significant number of people at risk, then a completed act is very likely to be followed by several others until those at greatest risk have self-eliminated through suicide.

14.2.1.7.5. If this is true, it would go a long way toward explaining the cyclical variation in the annual number of suicides and also offer a powerful incentive to be especially mindful of the need for preventive interventions in the wake of a completed suicide. It also suggests a powerful connection between the internal subjective thoughts of those at risk and external factors within the community.

14.2.1.7.6. For many suicide victims the final stage is the “calm before the storm.” After making up their mind to commit suicide, they often become tranquil. Those around the victim are likely to correctly interpret this as the victim having solved his or her problems, but incorrectly assume that the solution is wholesome.

#### 14.2.1.8. *Suicide: Prevention.*

##### 14.2.1.8.1. *Who Should Do What?*

###### 14.2.1.8.1.1. Mental Health.

14.2.1.8.1.1.1. Although suicide is an Air Force wide concern, who is in the best position to exercise authority over the problem? In the Army, suicide prevention falls under health promotion. In the Air Force, it has generally been viewed as a health-related issue and to the extent that it has not been dealt with at all, it has fallen under the domain of the surgeon general's office (more specifically under mental health). This is only natural, as potential suicide victims are normally referred to mental health for evaluation and treatment because depression and suicidal ideation are clinical issues for which there are effective remedies, and these remedies are applied by mental health.

14.2.1.8.1.1.2. Even though mental health intervention is important, its major shortcoming lies in the fact that the health system can only act if it is aware of the problem. This means that the individual at risk must either seek help on their own or be brought into the health care system by others. This results in an obvious shortfall, as two-thirds of the victims had not come into contact with the health care system. Thus, although the health care system has an important role to play in suicide prevention, it does not (and should not) "own" the problem.

14.2.1.8.1.1.3. Another problem with the mental health system is the belief that if a person tells a mental health worker about his or her suicidal thoughts, that information will be provided to the individuals commander. There is a widespread fear that reporting to mental health will have a negative impact on the persons career. In fact, AFOSI has documented numerous cases in which troubled people sought mental health care off base through private resources rather than the Air Force system.

###### 14.2.1.8.1.2. *Military Leadership:*

14.2.1.8.1.2.1. It is tempting to identify specialists and give them responsibility for the problem; however, the nature of suicide does not lend itself to this kind of approach. Instead, it needs a carefully integrated approach that takes a systems orientation by identifying, diagnosing, and treating those at risk. The cornerstone of this approach rests on a bedrock so important and so obvious that it is usually overlooked: leadership.

14.2.1.8.1.2.2. The military is a unique community governed by procedures and customs unlike those found in most civilian communities. An important element of

leadership includes responsibility to and for subordinates along with a commitment to the mission. The military is one of the few communities that has the authority to compel behavior by the force of law. However, just as military commanders have the authority to compel behavior, they also have a corresponding responsibility for the health, well-being, and morale of their subordinates. This requirement applies all the way from the four-star generals to the lowest level of enlisted supervision. Military leaders must know their people and have a major moral and legal obligation for "managing" them.

14.2.1.8.1.2.3. More importantly, the obligations of leadership cannot be transferred up the chain or across organizational lines to such specialists as psychiatrists, psychologists, or chaplains. To the contrary, these specialists provide their services in support of command responsibility. This means the initial process of suicide prevention--risk identification--rests with the potential victims most immediate associates and his first-echelon supervisor. The first echelon supervisor is the key player in suicide prevention. He or she not only supervises the individuals work but is also in a position to see any changes in behavior or performance that might signal a problem. In fact, a large part of supervision is nothing more than the managing of human resources. Open communication between people and their supervisors, especially in an environment where there is genuine concern for everyone's well-being, is vitally important.

14.2.1.8.1.2.4. When first echelon supervisors fail it is usually for one of several specific reasons. For example, supervisors who are exclusively mission-oriented and don't care about the personal needs of their subordinates will disregard what they see as nonwork-related problems ("We have work to do. Don't bring your personal problems to the job"). On the other hand, many supervisors do care about their subordinates but don't know how to recognize warning signs.

14.2.1.8.1.2.5. Finally, supervisors care about their subordinate's problems but try to protect them from the Air Force by failing to take the proper action when it is needed. This happens, for example, when supervisors tell subordinates to avoid mental health because "going to shrinks" will hurt their career. There have been numerous cases in which supervisors helped subordinates hide alcohol and drug abuse problems, helped them avoid mental health resources, and failed to follow human reliability standards to protect the person at risk only to see the victim take his or her own life.

14.2.1.8.1.2.6. Once risk has been identified, appropriate professional resources can be obtained and applied to the problem. The Air Force has excellent helping resources whose purpose is to provide such services. The "best"

treatment will vary by the nature of the problem and degree of risk. Sometimes multiple approaches are needed, calling for the services of psychologists, social workers, chaplains, marriage counselors and others. It is highly likely that from a third to half of the active duty suicides that took place between 1983 and 1993 could have been prevented by the timely and appropriate application of these resources. Doing so requires commitment and assumption of responsibility at the command level and dedicated competence at the support level. It also calls for caring at all levels.

14.2.1.8.2. *Recommendations.* Based on a careful review of all these Air Force suicides, the following recommendations are offered:

14.2.1.8.2.1. Be aware of the stress indicators as outlined in table 14.8. The people most likely to spot a potential suicide victim are his or her friends, coworkers, and immediate supervisors. They are the ones most likely to notice the signs of depression or to hear the suicidal comments. If you are able to recognize the problem for what it is, you can initiate action that can make the difference between life and death.

14.2.1.8.2.2. Encourage counseling for personal problems. Having marital or relationship problems is a very human “passage”. Instead of ignoring the problem, you should encourage the use of professional support. Getting help for people who need it is an important part of supervision, leadership, and friendship.

#### 14.2.1.9. *Postscript:*

14.2.1.9.1. Suicide number 723 occurred on Tuesday, 28 December 1993. A 38-year-old white male MSgt at Gunter Air Force Station was scheduled to retire. He was suffering from hepatitis and was depressed over his uncertainty of the future. He hinted to several friends and coworkers that he might take his own life, but they took no action. After writing two suicide notes, he asphyxiated himself off base by using automobile exhaust. Eight days later the first active duty suicide of 1994 occurred; a 31 year-old Sgt stationed at Eielson AFB was depressed over his marital problems and pending divorce. After drinking heavily and leaving a suicide note, he asphyxiated himself with auto exhaust at his on-base residence.

14.2.2. **Substance Abuse (SA).** Handling substance abuse issues is one of your responsibilities as a supervisor and NCO. Showing genuine and personal concern for the welfare of your subordinates is of the utmost importance. As a supervisor, you’re not tasked to be a diagnostician, yet you are charged to confront unacceptable performance or behavior, whatever the

cause and, on this basis, to take immediate and appropriate corrective actions.

14.2.2.1. ***Behavioral Signs of Substance Abuse.*** In assessing potential drug- and alcohol-related problems, your supervisory role is to identify subordinates with problems early and to motivate them to seek and accept help. As a supervisor, you should consider some of the behavioral signs (deteriorating duty performance, frequent errors in judgment, excessive tardiness or absenteeism, etc.) which might suggest substance abuse. Specific instances of unusual behavior should be discussed with your supervisor, first sergeant, or unit commander.

14.2.2.2. ***Documentation of Unacceptable Behavior.*** If a member has been identified as demonstrating any of the previously mentioned unacceptable behaviors, the next and most important step is documentation. Just as you must know your people, you should also maintain written records of meetings and actions related to them. A periodic review of this documentation will not only ensure the effective management of resources, it will also uncover any trends. Documentation should be specific and describe the type of behavior, how it violates standards, and how it differs from the individual’s “normal behavior”. Your records of performance discrepancies, unacceptable behaviors, interviews or counseling, and actions taken will serve as the basic elements of your confrontation with the problem member. Your documentation will also serve as a summary for your supervisor, first sergeant, or unit commander.

#### 14.2.2.3. ***Confrontation of Unacceptable Behavior:***

14.2.2.3.1. The next step is confrontation. Confrontation is the active process of face-to-face disclosures to the member of the documented behavior discrepancies.

14.2.2.3.2. This part of the recognition process is often the most difficult. Two questions might immediately come to mind--when and how do I confront someone, especially if that someone is a coworker and friend? The confrontation should take place when changes occur that begin to impair the duty performance. Stick to the facts as they relate to work performance and endeavor to avoid emotional involvement. Maintain your objectivity.

14.2.2.3.3. You are a supervisor and manager of people. However unpleasant confrontation may be, it is important to confront the member as soon as you determine the presence of a negative trend. Here are some suggested steps:

14.2.2.3.3.1. *Step 1. Supervisor Actions.* You may know the cause of performance or behavioral changes

and can take action to help correct it. The problem may be such that you wish to discuss it with your supervisor before counseling the member. You may also wish to discuss the problem and your observations with your supervisor, first sergeant, or unit commander.

14.2.2.3.3.2. *Step 2. First Meeting.* Approach the member on a friendly, questioning basis about unacceptable trends in performance or behavior. Show the member your documented observations. Express your concern for problems that may exist and your willingness to help. Request an explanation of the trends. Advise the member the situation must be corrected or action will be taken. Schedule another counseling session at a later date (for example, in 30 days) when the situation will again be reviewed for improvement or further actions.

**NOTE:** Any time the person admits a substance abuse problem notify your supervisor, first sergeant, or unit commander. *Help must be offered to every individual.*

14.2.2.3.3.3. *Step 3. Between Meetings. Monitor and record* the individual's progress. Advise your immediate supervisor of the case status. If improvement is not noted or the situation deteriorates, notify the individuals in your chain of command who will *consult* with specialists and *plan* the proper approach for a second meeting.

14.2.2.3.3.4. *Step 4. Second Meeting.* If the situation improves and seems to be returning to normal, reaffirm your faith in the member and remind him or her that you are always there to help when needed. If the situation has not improved, confront the member again and state that you have not observed satisfactory improvement. Give the member another chance to explain the lack of progress. Things to keep in mind throughout the interview:  
Stick to the facts.

- Have all the documents available; don't rely on memory.
- Explain any adverse actions (Article 15, separation, etc.) which may occur if the member fails to improve.
- Be supportive, honest, consistent, and, above all, firm.
- When in doubt, refer.

14.2.2.3.4. Arrange referral appointments in concert with your chain of command (date, time, and contact name) and notify the member. Ensure he or she keeps the appointment, and provide the referral agency with background case data as applicable.

#### 14.2.2.4. *The Referral:*

14.2.2.4.1. Referral is the process of directing the member to the resource agency which is best suited to handle that individual's problem. Refer the individual when performance fails to improve, when your efforts fail, when an individual requests assistance, and before disciplinary action. The referral of a member with a problem to a helping agency should be viewed not as a sign of failure, but as a positive decision based on mature judgment.

14.2.2.4.2. When personal problems are present which cannot be resolved by the unit, make a referral to the appropriate agency (for example, chapel, family support center, or legal office). Serious problems, such as substance abuse, must be referred to your chain of command for the appropriate action. There are many advantages to making timely referrals:

- Counseling by people with special qualifications in problem areas is often successful.
- The chaplain's privilege of confidentiality frequently provides a stimulus for uncovering trouble.
- People often loosen up when away from the work center.

14.2.2.4.3. All referrals should include a history of suspected problems, your efforts to date, and actions you plan to take if the member does not resolve his or her difficulties. Referrals to local base and community resource agencies are available and cover a wide range of services.

14.2.2.5. **Conclusion.** Through your awareness and concerted actions, behavioral problems can be recognized and the scope of their impact greatly reduced. The Air Force approach to these problems is one of prevention and control--only achieved through commitment and action on the part of all Air Force personnel (table 14.13).

14.2.2.6. **Identifying Substance Abusers.** For the Air Force to have an effective substance abuse control program, we must have a means of identifying substance abusers. Although your commander plays the major role in identifying substance users as we discuss below, you should be aware of how your commander must proceed in various circumstances. Due to the nature of the position you hold within your unit, you may also play an important part in the identification process. There are basically five identification methods:

Table 14.13. Referral Agencies.		
LINE	A	B
	Referral Agency	Assistance Offered
1	Military Personnel Flight	Counseling on personnel matters.
2	Legal Office	Assistance via advice on legal matters.
3	Medical Services	Counseling on physical and mental health, including substance abuse.
4	Family Support Center	Counseling on personal and family issues, crisis intervention, and financial counseling.
5	Air Force Aid Society	Financial assistance for a wide range of emergencies and other needs.
6	Chaplain Services	Counseling on spiritual, moral and personal matters.
7	Education Services Center	Counseling on military and nonmilitary educational development.
8	Social Actions Office	Assistance in discrimination and harassment complaints.
9	American Red Cross Office	Some of the services they provide include personal and family counseling, emergency financial assistance, and assistance with communications between service members and their families.

14.2.2.6.1. *Arrest, Apprehension, or Investigation.* An individual involved in intoxicated driving, driving under the influence, public intoxication, or an incident in which drug use or alcohol abuse is a contributing factor must be referred for evaluation with a substance abuse counselor.

14.2.2.6.2. *Incident to Medical Care.* A patient under treatment for reasons other than substance abuse may be found to be under the influence of drugs or alcohol, or the injury under treatment may be a result of substance abuse. Under these circumstances, medical personnel must notify the unit commander and the substance abuse professional so the patient can be evaluated.

14.2.2.6.3. *Commander Referral.* When there's no prior legal or medical basis, unit commanders can identify people for evaluation and treatment if necessary. If you think a problem exists, see your immediate supervisor, first sergeant, or commander to begin the necessary action.

14.2.2.6.4. *Drug Testing.* The Air Force uses drug testing of personnel according to AFI 44-120, *Drug Abuse Testing Program* (formerly AFR 160-23). Drug testing is most effective as a deterrent if it has the potential to reach each Air Force member; thus, all military personnel are subject to testing. The method which best achieves this deterrent goal is inspection testing. Commanders must have the flexibility to select the most appropriate testing procedure, but inspection testing should be the primary method, with probable cause and a commander's request as supplements. Military members who fail to comply with an order to provide a urine sample are subject to punitive action under the

UCMJ. Commanders must refer individuals identified positive as a result of drug testing for a substance abuse evaluation. Military members may receive an order or voluntarily consent to provide urine samples at any time.

- *Inspection Under Military Rule of Evidence, UCMJ.* Commanders may conduct inspections in the form of unit sweeps or randomly on segments of a squadron, unit, duty section, or dormitory. Commanders must avoid singling out specific individuals or small groups, as these cases most often fall under command-directed testing provisions. Commanders should consult with their staff judge advocate (SJA), substance abuse staff, and the medical urine test program monitor before conducting inspection testing. Commanders may use the positive result of a urine sample to refer a member to the substance abuse staff, as evidence to support disciplinary action under the UCMJ or administrative discharge action and as a consideration on the issue of characterization of discharge in separation proceedings.

*Probable Cause Search and Seizure Under the UCMJ.* Commanders can order a urine test when there's probable cause to believe that the military member has ingested drugs, is drug intoxicated, or has committed a drug-related offense. Commanders should consult with their SJA, as well as following appropriate procedures, to establish probable cause. They may use the results to refer a member to the substance abuse staff, to support and use as evidence in disciplinary action under the UCMJ or administrative discharge action, and as a consideration on the issue of characterization

of discharge in separation proceedings.

- *Command-Directed Examination.*

Commanders can refer a military member for urine testing when there's a reasonable suspicion of drug abuse. They can also order a test when it's conducted as an examination of a specified member in conjunction with the member's participation in a DoD drug treatment program. A command-directed examination may be conducted to determine a member's competency for duty and the need for counseling or other medical treatment.

-- Commanders usually direct urine testing in all circumstances of abnormal, bizarre, or unlawful behavior in which probable cause doesn't exist but there's a reasonable suspicion of drug abuse. Such circumstances may include unauthorized absences, violations of safety requirements, disobedience of direct orders, apprehension or investigation for drug offenses or intoxicated driving, involvement in violent crimes, or other incidents involving repeated or serious breaches of discipline. Commanders should refer individuals for a urine test as soon as possible after a behavioral incident. In addition, apathy, a defective attitude, or a personality change may, when examined in conjunction with other circumstances, lead to a reasonable suspicion of drug abuse and form the basis for command-directed urine testing.

-- Commanders may use results obtained from command-directed testing to refer a member for evaluation and in an administrative discharge action. Commanders may not use results against a member in any disciplinary action under the UCMJ or on the issue of characterization of discharge in separation proceedings.

- *Medical Purposes.* Results of any examination conducted for a valid medical purpose including emergency medical treatment, periodic physical examination, and other such examinations necessary for diagnostic or treatment purposes may be used to identify drug abusers. Results may be used to refer a member to the substance abuse office, as evidence to support disciplinary action under the UCMJ, or administrative discharge action; these results may also be considered on the issue of characterization of discharge in separation proceedings.

#### 14.2.2.6.5. *Self-Identification:*

14.2.2.6.5.1. The Air Force encourages personnel with substance abuse problems to seek assistance. Under

certain conditions, an Air Force member's voluntary submission to an Air Force treatment program and self-disclosed evidence of prior personal drug use, or prior possession of drugs for personal use, may not be used against the member in disciplinary action under the UCMJ or characterization of discharge in an administrative separation. Once commanders designate that they're granting the protections of the self-identification program, these protections can't be revoked, if the following situations apply:

14.2.2.6.5.2. Members must voluntarily reveal the nature and extent of their drug involvement to their unit commander, first sergeant, substance abuse staff, or medical staff before they're apprehended, placed under investigation for drug abuse, ordered to give a urine sample, or advised of a recommendation for administrative separation for drug abuse. They must identify themselves with the intention of receiving treatment, and the appropriate agencies must substantiate a drug abuse problem. Remember, these provisions apply only to the member's self-disclosed use of drugs or possession of drugs for personal use which occurred before this disclosure.

**NOTE:** In addition to the previously indicated methods, you, as an NCO, should help ensure the identification of substance abusers by encouraging people known to have an existing or potential drug or alcohol problem to seek assistance. When abuse exists, you must notify your supervisor or commander at once so he or she can take proper action. Report all incidents of drug abuse to your immediate supervisor and unit commander, servicing security police unit, and the local office of the AFOSI.

14.2.2.7. *Substance Abuse Reorientation and Treatment (SART) Program.* Members determined to be potential or confirmed substance abusers are evaluated to assess their level of abuse. The evaluation assists commanders in deciding the appropriateness of reorientation or treatment. Upon completion of the evaluation, the commander may enter the individual into one of five tracks which make up the SART Program. SART, initiated in 1988, is designed to provide commanders with a wide range of alternatives for dealing with members involved in substance abuse.

14.2.2.7.1. *Track 1, Returned to Duty.* This track may be used when the evaluation indicates the member needs no further assistance under SART and may be returned to duty.

14.2.2.7.2. *Track 2, Awareness Education.* This track is the minimum requirement for a member involved in a substance abuse incident. After a 6-hour substance awareness seminar, the member is promptly returned to duty.

14.2.2.7.3. *Track 3, Reorientation.* This track is appropriate for members who have demonstrated improper and irresponsible use of substances (such as problem drinkers) but don't require treatment. This track consists of short-term counseling and skills development. In addition to 6 hours of awareness education, the member receives a minimum of 12 contact hours of skills development training.

14.2.2.7.4. *Track 4, Treatment (Residential or Nonresidential).* This track is required for members medically diagnosed as "substance abuser" or "dependent." In contrast to tracks 1, 2, and 3, in which a decision meeting is optional and convened at the request of the commander, an intervention meeting is required for members being recommended for track 4. Those present at the intervention meeting: the unit commander (or authorized designee), member's immediate supervisor or senior official in the chain of command, medical evaluator, substance abuse staff representative, member, and any other individuals the commander and chief of the substance abuse staff think necessary will determine the treatment method and develop individual treatment plans.

14.2.2.7.5. *Track 5, Transitional Counseling:*

14.2.2.7.5.1. This track is reserved for those members being processed for discharge either as a result of substance abuse or having failed track 4. It's designed to help members transition from military to civilian life.

14.2.2.7.5.2. The substance abuse staff develops and provides structured nonresidential treatment and aftercare programs at local installations with the assistance of the medical facility. The medical facility provides consultation, expertise, and treatment services to support nonresidential treatment and aftercare. Commanders convene intervention committee meetings to determine treatment methods and approve individualized treatment plans, to include goals, objectives, and tasks. Progress is measured against the goals specified in this plan.

14.2.2.7.5.3. Family members are also afforded an opportunity for counseling and treatment as appropriate. Commanders and supervisors notify and make every effort to involve family members (those residing in close proximity of the member) in the Air Force member's treatment program. Supervisors, as well as the substance abuse personnel, should emphasize the importance of family involvement during the evaluation process and again at the time of entry into the program. However, lack of participation by family members doesn't preclude treatment of the member.

14.2.2.7.5.4. Local programs are designed to ensure the individual acquires and applies an understanding of the disease of alcoholism, communication and coping skills, and mechanisms for establishing goals that reinforce an alcohol-free lifestyle. Abstinence from alcohol is required while in the treatment portion of track 4. Inability to maintain abstinence during treatment will be evaluated by the substance abuse staff to determine an appropriate intervention. At least 24 contact hours are required before the individual can begin aftercare. Ideally, the treatment portion is completed within 90 days of entry into track 4.

14.2.2.7.5.5. Residential treatment is available through the seven Air Force alcohol rehabilitation centers or two triservice centers. When a member requires residential treatment, the medical facility supporting the substance abuse office will contact the alcohol rehabilitation center to establish dates for entry and regulate the member's processing and transfer. Normally, upon completion of residential or nonresidential treatment, the member enters aftercare. It's during this phase of treatment members demonstrate their ability to meet Air Force duty and behavior standards and develop the skills and resources to maintain a substance-free lifestyle. The substance abuse staff designs individualized aftercare plans of continued support with at least monthly monitoring. To enter aftercare, the individual must develop and sign a contract outlining aftercare activities. Normally, individuals remain in the aftercare program for 1 year after the date of entry into track 4. Changes in responsibilities or duties don't eliminate the requirement for continued followup and communication between losing and gaining commanders and supervisors. The intervention committee evaluates the individual's progress quarterly and keeps the commander informed.

14.2.2.7.5.6. Drug dependent (addicted) persons aren't retained on active duty. These individuals, members in treatment who fail to meet Air Force standards of conduct and behavior, and drug abusers being processed for discharge are placed in track 5. Transitional programs may include appropriate medical care, including detoxification, and other services that will aid transition to civilian life. Alcohol or drug dependent members are referred to the Department of Veterans Affairs (if eligible) or other civilian facility for further treatment after separation.

14.2.2.7.5.7. It's important for you, as well as your commander, to support subordinates by way of positive-oriented interviews and counseling when they demonstrate improvement in performance and behavior following drug- or alcohol-related impairment. Such positive feedback reinforces continued progress in meeting Air Force standards.

14.2.2.7.5.8. Substance abuse relapses are serious breaches of discipline, and initiation of separation proceedings is appropriate in such cases. However, because of the nature of alcoholism, a relapse into unacceptable drinking behavior doesn't automatically imply failure of the treatment process. As long as the member's duty performance and conduct meet Air Force standards and the member is following the regimen established by the intervention committee, the Air Force considers the treatment as progressing satisfactorily. When a relapse occurs, a decision meeting will recommend a course of action. It's appropriate at this point to make another attempt to involve family members if previous efforts have failed.

14.2.2.7.5.9. After members have successfully completed the SART program, you should use members in their primary specialties unless specifically prevented by other directives. Commanders should remove all administrative or other controls previously imposed because the member entered a treatment program.

14.2.2.8. **Management of Substance Abusers.** As a supervisor, however, you should know about the personnel disposition functions that affect your subordinates in the SART program. These disposition functions can include the following:

14.2.2.8.1. *Line of Duty (LOD) Determinations.* The purpose of an LOD determination is to decide how much pay will be forfeited, if any, during absence from duty due to injury or disease resulting from substance abuse while a member is on active duty. An LOD may also determine eligibility for physical disability or retirement. The Air Force may require a member to make good any lost time before separation.

14.2.2.8.2. *Security Clearance.* A history of alcoholism in itself doesn't permanently disqualify a member from a security clearance, access to classified information, or unescorted entry into restricted areas. Members diagnosed as alcoholics aren't generally granted access to classified information or unescorted entry into restricted areas while in treatment. Unit commanders must obtain a recommendation from other decision committee members regarding security clearance or access authorization after the individual completes treatment. The committee uses such recommendations, with the member's demonstrated duty performance, to determine if a security clearance or access authorization should be granted, denied, or revoked. AFR 31-5, *Investigations, Clearances, and Access Requirements* (formerly AFR 205-32) provides guidance on people involved in substance abuse.

14.2.2.8.3. *Personnel Reliability Program (PRP).* You can find factors which determine PRP decertification and

reinstatement in AFI 36-2104, *Nuclear Weapons Personnel Reliability Program*.

14.2.2.8.4. *Review of Duty Assignment.* Commanders must review the duty assignments of all military members involved in substance abuse to determine if they can continue in their current duties. Individuals in the SART Program continue in their primary duty and control AFSCs unless prohibited by directives. If they can't, they should never be assigned to duties inappropriate or demeaning to their rank. As stated earlier, every effort should be made to return members to their primary duties following completion of the SART Program.

14.2.2.8.5. *Unfavorable Information Files (UIF) and Control Rosters.* Commanders may take UIF and control roster actions on substance abusers for misconduct, substandard duty performance, or failure to meet Air Force standards. However, the rationale for these actions differs for drug and alcohol cases.

14.2.2.8.6. *Alcohol:*

14.2.2.8.6.1. *Establishment of UIFs Resulting From Alcoholism.* Commanders don't establish UIFs solely because of alcohol abuse or alcoholism. Misconduct, substandard duty performance, or failure to meet Air Force standards that results from the abuse of alcohol may cause a UIF to be established according to AFI 36-2907, *Unfavorable Information File (UIF) Program* (formerly AFR 35-32). Likewise, a commander doesn't place a problem drinker or alcoholic on the control roster because of alcohol abuse or alcoholism. Misconduct, substandard duty performance, or failure to meet Air Force standards resulting from alcohol abuse, however, may be cause for such action.

14.2.2.8.6.2. *When to Establish a UIF.* Commanders will establish a UIF when a member is entered into SART track 4 or 5. When warranted, commanders may also place the member on the control roster.

14.2.2.8.6.3. *Military and Social Performance.* Standards that apply to the general military population apply equally to those who abuse drugs or use alcohol to the point where it affects their military and social performance.

14.2.2.8.6.4. *Basis for Recommending Separation.* Commanders must base recommendations for separation on documentation that reflects failure to meet Air Force standards, not on the use of alcohol. (Unsuccessful completion of the SART Program can't be based solely upon failure to maintain abstinence if abstinence has been established as a regiment goal or requirement.) Depending on the behavior in each case, the specific reason should be cited (unsuitability, misconduct, or

substandard performance, etc.). Nothing prevents a commander from taking separation action for misconduct when required. If alcoholism is a factor, the member must enter track 5 of the SART program pending separation.

14.2.2.8.6.5. *Refusal to Participate in the SART program.* If a member with an alcohol problem refuses to take part in the SART program or fails to complete treatment (track 4) successfully, discharge is appropriate. Initial verbal refusals to cooperate in treatment or a hostile attitude on the part of a member isn't unusual. You and substance abuse personnel must determine if refusal to take part in treatment reflected a behavioral pattern or was an isolated instance.

14.2.2.8.7. *Drugs.* Drug abuse isn't compatible with Air Force standards. The Air Force won't tolerate drug abuse among its members; therefore, it automatically jeopardizes their potential for continued service. The commander enters members awaiting discharge into track 5 of SART until discharge action is completed. Failure to meet standards of conduct and impaired duty performance are grounds for discharge. When immediate discharge is necessary, the SART program must not delay it. However, the commander must ensure the member either shows no sign of being drug dependent or denies drug dependency before discharge. If a member is drug dependent, the commander may postpone the execution of discharge to accommodate the requirement for detoxification and initial medical treatment.

14.2.2.8.7.1. Failure to complete the SART program successfully due to inability, refusal to participate, or unwillingness to cooperate as determined by the commander is also a basis for discharge. Members who previously participated in the SART program and are again substantiated as drug abusers should be processed for discharge.

14.2.2.8.7.2. Commanders, board members, and discharge authorities involved in drug abuse discharge actions must be familiar with the Air Force policy on drug abuse. Policies include limitations on identification methods, detoxification requirements, and referral to the Department of Veterans Affairs if eligible. These considerations may affect the characterization of service that the discharge authorities recommend or approve.

#### 14.2.2.9. ***Reenlistment of Substance Abusers:***

14.2.2.9.1. Enlisted members whose terms of service expire during treatment and who are otherwise eligible to

reenlist may extend their enlistment for the number of months required to complete treatment successfully. Individuals self-referred to the SART program, however, may not be denied reenlistment solely on that basis.

14.2.2.9.2. First-term airmen who successfully complete treatment and are selected for reenlistment by their unit commanders under the selective reenlistment program and are otherwise eligible for promotion may acquire retainability to process and receive a response to an initial career job reservation application.

#### 14.2.3. **Smoking Program:**

14.2.3.1. Total fitness and optimal health are force multipliers. Tobacco use is inconsistent with the Air Forces need for a healthy and fit force. Recent Environmental Protection Agency (EPA) reports classify tobacco smoke as a class A carcinogen, posing a threat to both the nonsmoker and the smoker.

14.2.3.2. In March 1986, the Secretary of Defense directed all of the services to begin an intense antismoking campaign in an effort to support a social environment that supports abstinence and discourages use of tobacco products, to create a healthy environment, and to provide smokers with encouragement and professional assistance. In July 1993, General Merrill A. McPeak established a clear goal, a tobacco-free Air Force, and implemented the Tobacco Reduction Plan. This time-phased plan (reduce smoking rates from 29 percent in 1992 to 4 percent by 1998) prohibits smoking in all Air Force facilities except recreation areas designated by the installation commanders and in assigned government housing. To compliment the Secretary of Defense initiative, DoD published the DoD Instruction 1010.15, *Smoke-Free Workplace*, 7 March 1994, which clearly bans smoking of tobacco products in all DoD workplaces. It further states that smoke-break areas will only be outdoors and away from common points of ingress and egress into the workplace. AFI 40-102, *Tobacco Use in Air Force Facilities*, sets Air Force minimum standards.

14.2.3.3. Nonsmoking is the Air Force norm. Installation health promotion programs provide education, motivation, and intervention programs to discourage smoking and tobacco use. These tobacco cessation programs are offered, at least quarterly, during duty and nonduty hours. Commanders must give support to all personnel who make a conscious effort to quit smoking.

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## Chapter 15

### QUALITY AIR FORCE

#### 15.1. Introduction to Quality Air Force (QAF):

15.1.1. Quality Air Force is the leadership concept of the future. QAF is a leadership commitment and operating style that inspires trust, teamwork, and continuous improvement everywhere in the Air Force.

15.1.2. Why QAF? The answer is simple: Although our Air Force has proved itself the best in the world, the world is continuously changing at an increasingly rapid rate. The Air Force can no longer live with inefficiencies; we must develop a culture of continuous improvement to maintain the military shield the American public expects of us. When Eastern Europe changed so dramatically in the latter part of the 1980's, the US Military struggled to change to a more flexible military posture of global responsiveness. Changes similar to this will continue for the foreseeable future. The Air Force must find better ways to make changes while contending with manpower and budget reductions. Doing more with the same or even doing the same with less requires we improve all of our processes and remove the barriers that keep us from achieving maximum success. QAF philosophy and tools are the key to this improvement.

15.1.3. While this chapter speaks directly to you, most behavior and actions apply equally to your organization as a whole. Some elements are necessary only during the initial phases, but most are periodic or continuous

activities that should become routine, ongoing behavior by the organization or the individual. QAF is a call to a new way of thinking. QAF calls for everyone in your organization to think beyond the boundaries of the organization to focus on the mission and the best means to accomplish the mission.

**15.2. The Quality Air Force System.** The QAF system is built upon the concept of an integrated system that has three components (figure 15.1). These components are surrounded by leadership. **Leadership** is the foundation for the QAF system. It is leaders who set the vision, policies, priorities, and strategies. It is their responsibility to foster an environment that inspires trust, teamwork, and pride. QAF cannot be delegated; therefore, it requires positive leadership support and action at all times.

15.2.1. The three components of the QAF system are quality focus, process improvement, and quality in daily operations.

15.2.1.1. **Quality Focus.** This component encompasses strategic planning and deployment of important corporate-level guidance. Strategic planning is the "process by which an organization envisions its future and develops special strategies and plans that achieve that future." Strategic planning is a top-to-bottom alignment of goals and objectives. This "top down" planning includes inputs from midlevel leaders and "front line" personnel.

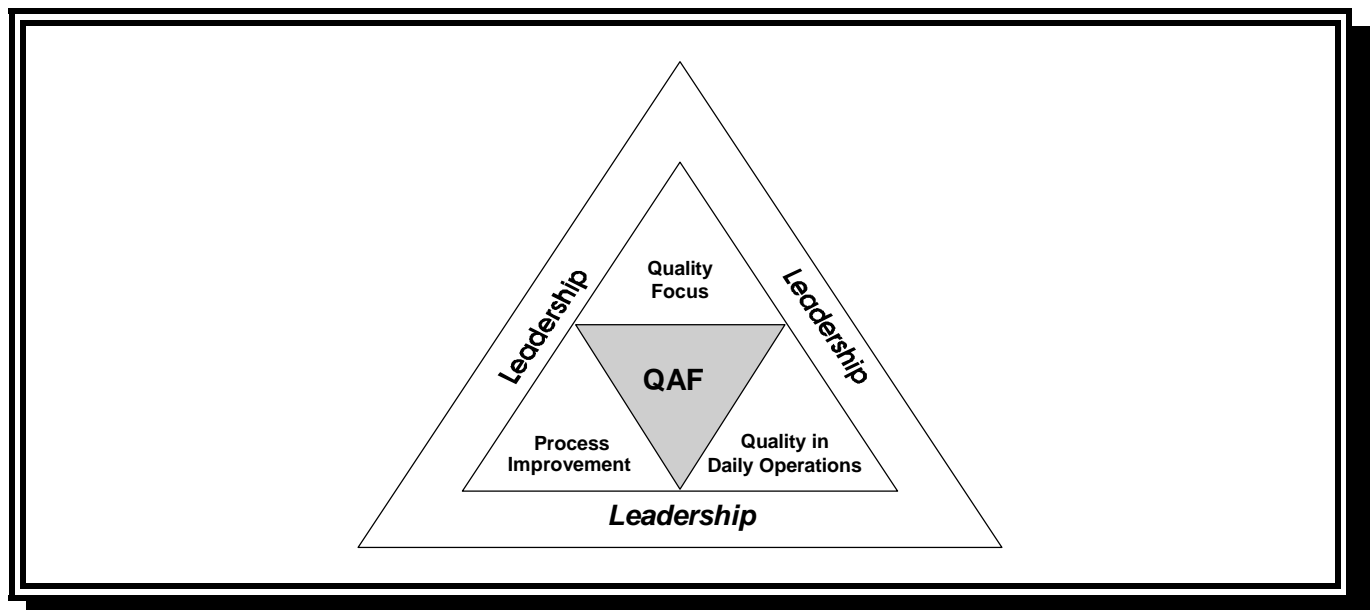


Figure 15.1. QAF Model.

Strategic planning that includes inputs from those who best know the processes helps to provide buy-in and success. If we are to function as a QAF organization, we must all be aware of the plans and strategies and how they relate to our unit's mission.

15.2.1.2. **Process Improvement.** This component provides a structured team environment and disciplined approach that allows all Air Force members to work together toward a shared objective. This environment fosters the empowered and participative individuals crucial to a QAF culture. Process improvement culminates in improving products and services, developing individual and team skills, promoting open communication and teamwork, and most important, enhancing our quality of life in and out of the workforce.

15.2.1.3. **Quality in Daily Operations.** The last component combines gains already achieved through process improvement with our daily responsibilities. It is here we apply the principles and practices of QAF to our daily activities by using tools and metrics as part of the daily routine, working in teams, and making continuous improvement a part of the job.

15.2.2. The integration of the three components balances organizational activities. Quality Focus identifies priority issues, Process Improvement focuses improvement efforts towards these priorities, and Quality in Daily Operations applies QAF concepts to our areas of responsibility. This combination allows us to effectively and efficiently accomplish our mission.

**15.3. The QAF Environment. Values, Principles, and Operating Style.** These terms define who we are, what we stand for, and the best way to operate a Quality Air Force. That is, they describe the operating environment commanders must strive to create in every organization.

15.3.1. **Values.** The Air Force has always held certain ideals or core values that are the heart and soul of our proud heritage. Values are essential to our future success. Integrity, courage, competence, tenacity, service, and patriotism are the essential characteristics that will serve to help us design and build a Quality Air Force now and in the future.

15.3.1.1. **Integrity** provides the foundation of trust. Standing by your word and your commitment to honesty. Demonstrating integrity helps build the QAF culture that recognizes the worth of the individual's contribution to the team effort. In the high risk aerospace environment, integrity is a life-essential element of every job.

15.3.1.2. **Courage** gives us the moral strength to do the right thing in a situation where outcomes are uncertain. In the pursuit of long-term improvement courage is a necessity. The temptation may be to apply a "quick fix" that gives fast results but offers only short-term gains. Courage is particularly important when empowering others.

15.3.1.3. **Competence** is the watchword of a master craftsman. Competent QAF members build skills, knowledge, and experience in the classic tradition, knowing that competency comes through ongoing experience. Whether you turn wrenches, type forms, or write software, you should always strive to become the best--the expert.

15.3.1.4. **Tenacity** is what drives individuals and teams to exercise determination and persistence. As you go about your quality journey and begin to make cultural changes, you'll likely find yourself facing many obstacles that slow progress towards quality as a way of life. Tenacity is what carries you through those obstacles and allows you to "stay the course."

15.3.1.5. **Service** is the value that leads to customer satisfaction. The QAF culture creates the environment in which we will anticipate and meet our customers' needs. Remember, we exist only to meet our customers' needs. Their needs are our most important concern.

15.3.1.6. **Patriotism** is an attribute that allows us to recognize the importance of accomplishing the mission. It is the sacrifice for the greater good and doing what is best for our most important customer--the United States.

15.3.2. **Principles.** Our core values are supported by a set of basic principles that include leadership involvement, dedication to mission, respect for the individual, decentralized organization, empowerment to the point of contact, and management by fact. For us, these principles provide a road map to help us reach our objectives.

15.3.2.1. **Leadership involvement** paves the way by demonstrating commitment through action. Setting the vision, policies, priorities, and strategies are all ways leaders get involved. Leaders must communicate these actions. They must create an environment that supports trust, teamwork, risk-taking in initiative, reward, and continuous improvement. Your day-to-day actions must reflect total commitment to quality and the willingness to do what it takes to design quality into tomorrow's Air Force.

15.3.2.2. **Dedication to mission** is reflected in all we do as a team. Organizational success hinges on your

dedication. No matter what you do, from flight line to support functions, every member of the team is important. You are a critical part of the team that achieves global power and reach for the United States.

15.3.2.3. ***Respect for the individual*** comes about through recognition of individual skill and contribution. Every individual is valued for his or her own worth as a professional. Grade and level of responsibility are irrelevant factors when considering the need for individual respect. Success lies in each of us striving to understand how each person can make an important contribution to our team.

15.3.2.4. ***Decentralized organization*** tearing down functional walls and eliminating unnecessary layers of bureaucracy are necessary in a QAF environment. QAF puts the decisionmaking authority back in the wings and squadrons. Decentralized organization is based on the concept of “Power Down.”

15.3.2.5. ***Empowerment at the point of contact*** is one of the more challenging shifts in the business as usual mentality necessary in QAF. Often the principle of empowerment is viewed by leaders as “giving up” power to workers. In reality, it gives people the opportunity, authority, and resources needed to get the job done. When used properly, empowerment enhances the role of the leader. A positive working environment in which workers, with proper training, can continually improve the organization is the ultimate goal. This environment encourages innovation, and risk-taking--important factors in the cultural change process.

15.3.2.6. ***Management by fact*** uses realistic measures to help indicate “when,” “where,” and “how” to improve our most important processes. In today’s Air Force, decisions cannot rest on hunches. Data-driven decisions based on “quantitative” measures are necessary to help you “break through” to a smarter, more productive way of doing business.

15.3.3. **Operating Style.** Operating style is composed of factors that create a working environment that inspires trust, teamwork, and pride; delegate responsibility and authority to teams; set goals, measure progress, and reward performance; give everyone a stake in the outcome; and strive for continuous improvement to make it better.

15.3.3.1. ***Create a working environment that inspires trust, teamwork, and pride.*** Trust and teamwork is what inspires pride in ownership of the mission. The result is quality professionals.

15.3.3.2. ***Delegating responsibility and authority to teams*** is the key to quality and innovation. Providing

teams the training and resources they need will allow them to “accept accountability for results.”

15.3.3.3. ***Setting goals, measuring progress, and rewarding performance*** consists of developing and communicating goals that support the Air Force vision. This involves aligning organizational and individual work section objectives from top to bottom, evaluating progress, and celebrating successes.

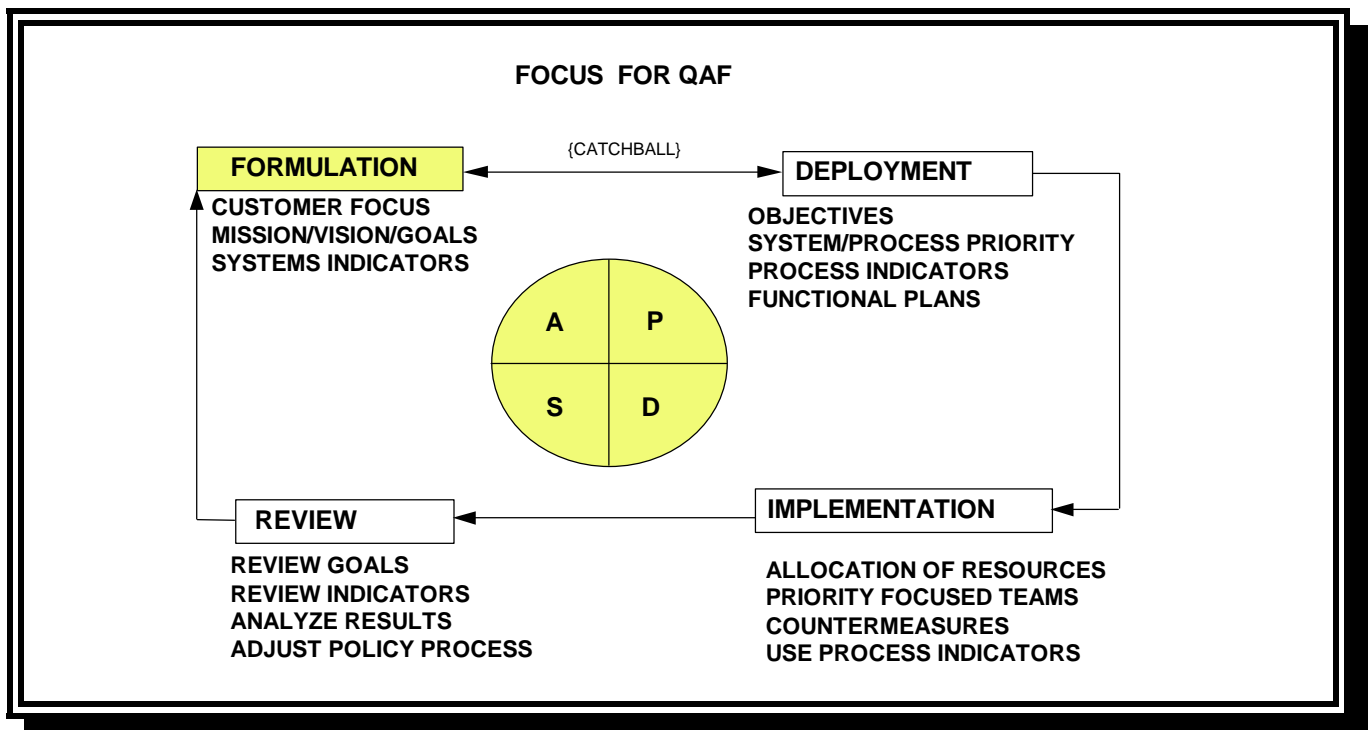
15.3.3.4. ***Give everyone a stake in the outcome***, empower people, and let them have ownership of processes and products.

15.3.3.5. ***Strive for continuous improvement*** and be willing to challenge “business as usual.” Understand your customer’s needs and requirements. At all times strive to “make it better.”

**15.4. The Air Force Quality Council.** Air Force leaders recognize that a successful quality culture demands sustained senior leadership commitment and involvement. The Air Force Chief of Staff established the Air Force Quality Council in December 1991. Cochaired by the Under Secretary of the Air Force and the Air Force Chief of Staff, the council guides our progress towards a total quality culture. The council sends a strong message: our top leaders are personally and directly involved in Quality Air Force activities, including the conduct of training. The council sets Quality Air Force policy and strategy, reviews actions plans, and assesses progress. The council guides the integration of quality into the curriculum of all Air Force formal schools. The council has established core values, principles, and communicated an operating style. Reward, recognition, and assessment of QAF progress are also critical issues at the council level. A working group of MAJCOM quality advisers meets regularly to assist in the preparation of issues that come before the council. All senior leaders of the Air Force have the responsibility of promoting QAF through a Quality Focus, and one role for them is the development of the Strategic Plan.

**15.5. Quality Focus.** As was stated, Quality Focus encompasses planning which is the process of formulating an organization’s direction, deploying guidance to achieve that direction, implementing plans and improving processes, and reviewing the plan to look for possible improvements.

15.5.1. **Formulation Phase.** The planning team develops or refines the mission of the organization (figure 15.2). They envision the organization meeting the needs and expectation of the customers (internal and external). Don’t just *think* about the customer’s needs and interests--talk to them, create a two-way dialogue



**Figure 15.2. Formulation Diagram.**

with them (referred to as catchball). The customer's needs are always changing, and accurate information can help us meet their needs. Next identify the major systems that impact customer satisfaction. Talk with customers and agree upon indicators that will validate the health of these systems and then develop metrics to continually improve the processes.

**Step 1: Planning to Plan .** Organizational leaders prepare to undertake the planning process. Factors to consider include: level of commitment, willingness to devote the required time, and the level of trust and teamwork existing within both the organization and the senior leadership team. Figure 15.3 highlights the first 7 steps in the Strategic Quality Planning Process.

**Step 2: Values Assessment.** Organizational values set the boundaries for the planning process and create the baseline for decisionmaking. It's critical that the senior leadership team clearly understand the organization's core values.

**Step 3: Analyze Mission.** The mission statement reflects an organization's role, key customers, requirements, and processes. Ensure it is carefully analyzed, clearly defined, and understood by all. We do this by scanning the environment constantly to gather data and information that impacts the mission-defining customers, suppliers, and their requirements, defining key result areas, and defining key processes.

**Step 4: Envision the Future.** We must look beyond the present. Our image of what we want our organization to be will provide the focus for all subsequent actions and determine our long-range goals.

**Step 5: Assess Current Capabilities.** Each key process is evaluated by its capability to meet customer requirements. If a metric system doesn't exist to measure your key processes validating your ability to measure customer needs, then develop one now.

**Step 6: Gap Analysis.** Here the planning team compares the current capabilities to the ideal or desired state. Performance gaps serve as the basis of near-term and long-term goal setting.

**Step 7: Develop Strategic Goals and Objectives.** Goals and objectives guide the unit's quality initiatives and movement. The team's strategic goals and objectives form the basis for the functional plan; prioritize and deploy the information. The feedback from all the parties concerned (stakeholders) allows us to determine if the goals and objectives are feasible and allows us to gain support and commitment from customers and suppliers and from unit personnel. This step falls in both the formulation and deployment phase because the "catchball" activities ensure vertical alignment in the development and deployment of goals and objectives.



Figure 15.3. Strategic Planning Model Steps 1 through 7.

**15.5.2. Deployment Phase.** The information developed in the formulation stage cascades through an organization through the “catchball” technique (figure 15.4). There is an agreement on budgets, manpower, and time to meet the goals. As each level of the organization reaches agreement, develop objectives for the improvement of processes which support the overall goals. Next develop process indicators to ensure the quality delivered by those processes consistently meet customer requirements. This allows the organization to move into the Deployment Stage where objectives and plans are now determined (figure 15.5).

**Step 8: Develop Functional Plans.** Here the planning team passes their work to the functional managers and working groups to develop tactical plans necessary to achieve an organization’s strategic goals and objectives.

**15.5.3. Implementation Phase.** Natural work groups practicing quality in daily operations monitor and incrementally improve an organization’s processes. Also, priority-focused teams are chartered to look for improvements and breakthroughs in the areas that are critical to an organization’s success (figure 15.6).

**Step 9: Implement Plans.** Functional plans are implemented by project teams, individuals, and natural work groups to close gaps in current capabilities and to move the organization closer to its future vision (figure 15.7).

**15.5.4. Review Stage.** The planning team reflects back to see how well an organization met the original plan (figure 15.8). System indicators and metrics are analyzed to see if the organization is meeting customer requirements. Exceeding the plan or not meeting the plan calls for an investigation and continuous improvement.

**Step 10: Periodic Review.** The functional plans should be reviewed, using metric data, to assess the progress (figure 15.9). To be timely on your data review, the review is usually conducted on a monthly or quarterly basis, depending on a variety of factors.

**Step 11: Annual Review.** The planning team should review the goals, objectives, and functional plans using system metric data and results of the periodic reviews (figure 15.9). Reviews result in feedback into the planning cycle for formulating again. Your strategic plan and assessments of your organization will identify areas of

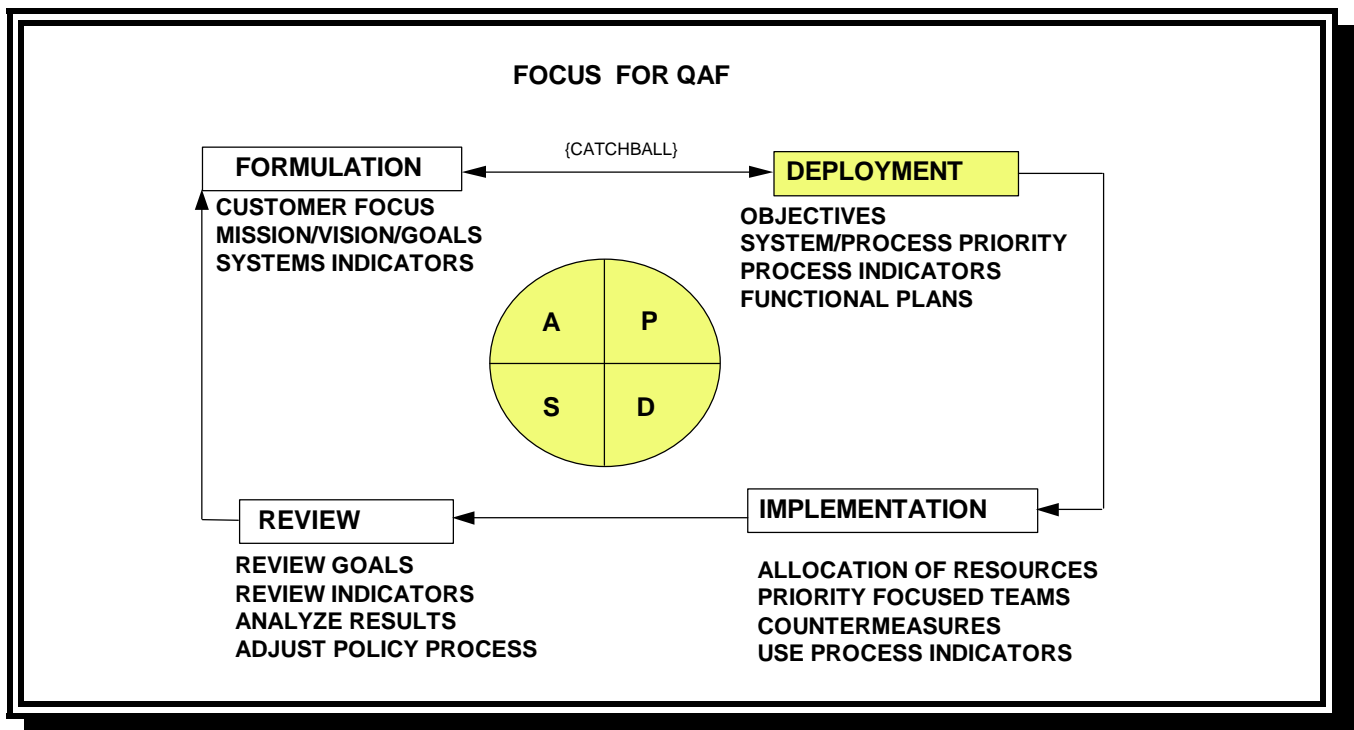


Figure 15.4. Deployment Diagram.

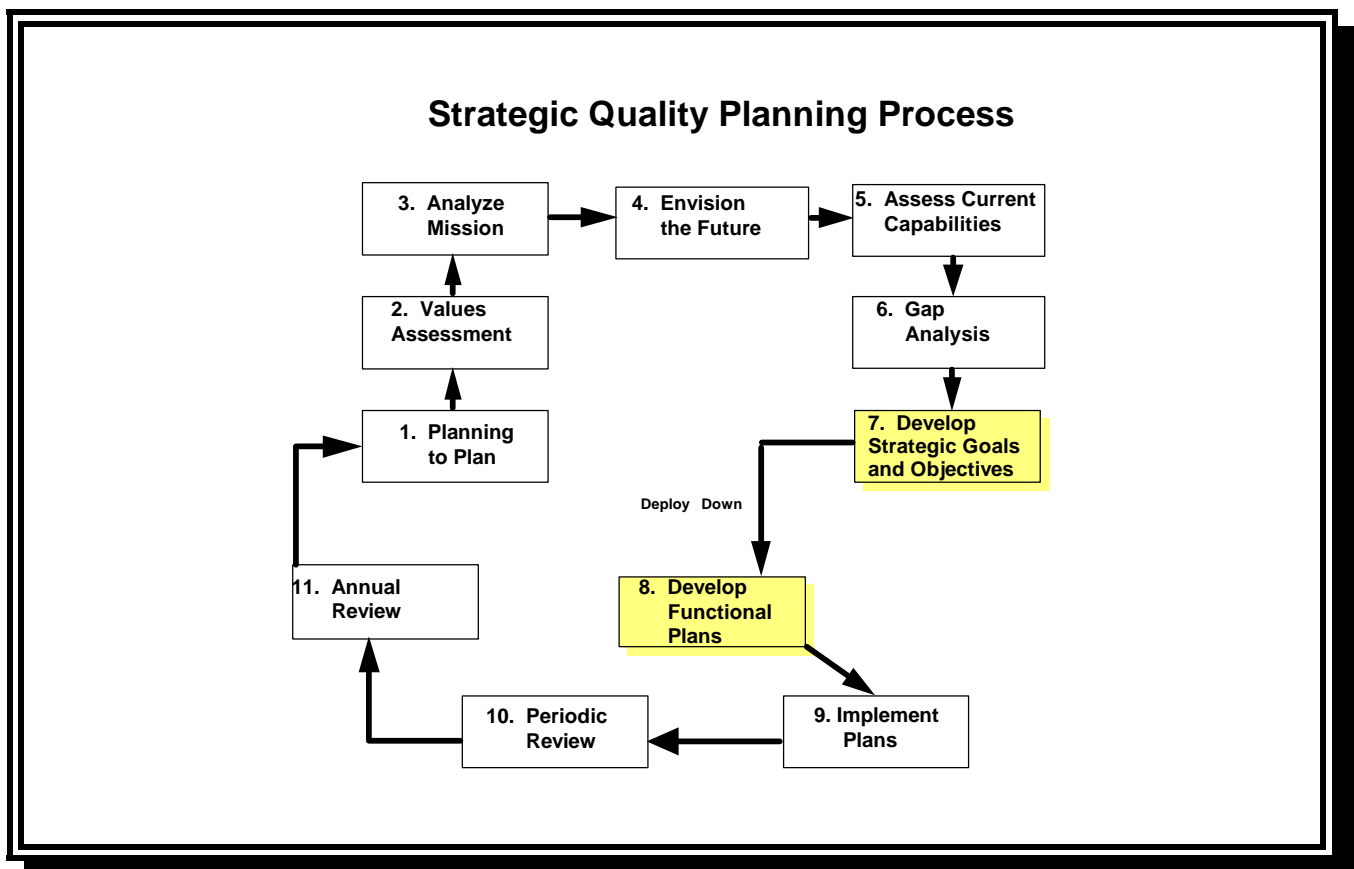


Figure 15.5. Strategic Planning Model Steps 7 and 8.

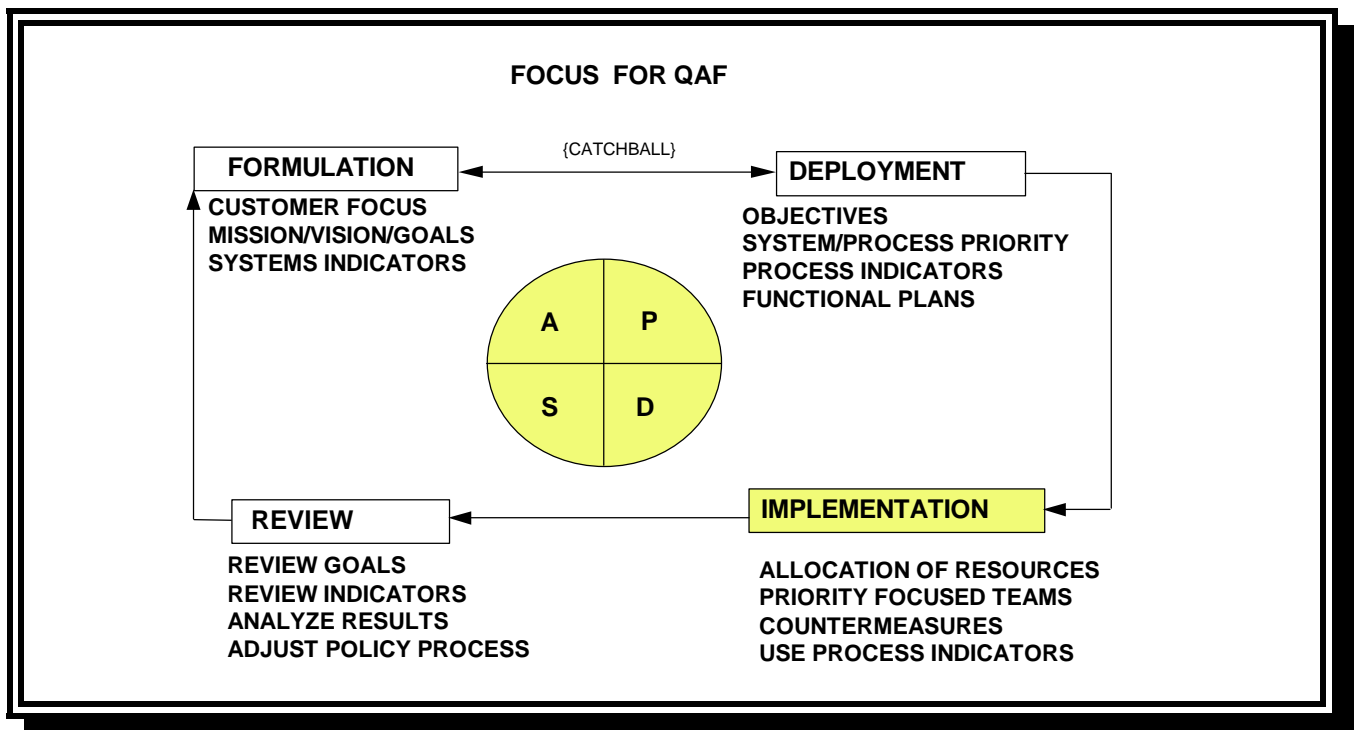


Figure 15.6. Implementation Diagram.

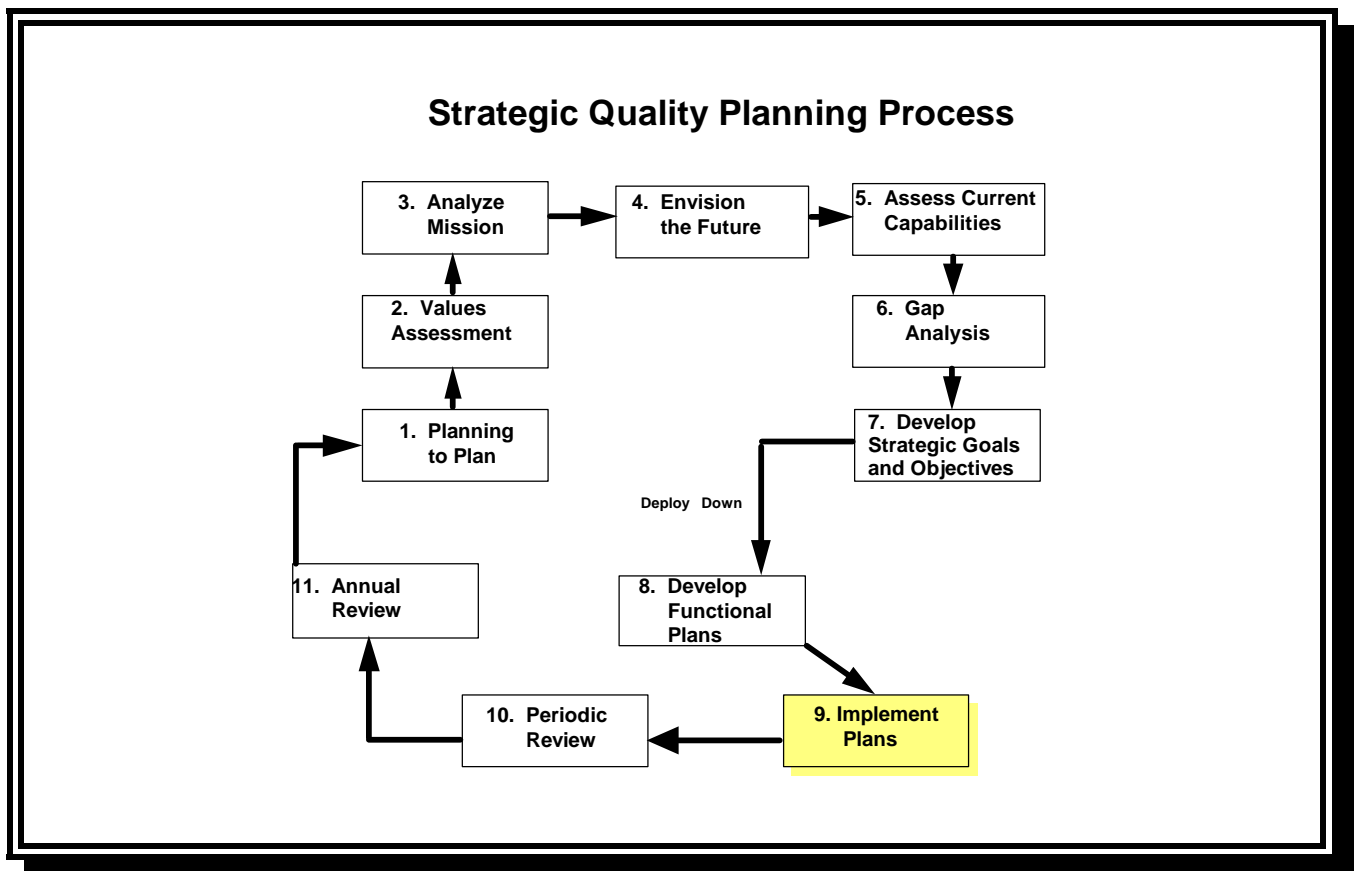


Figure 15.7. Strategic Planning Model Step 9.

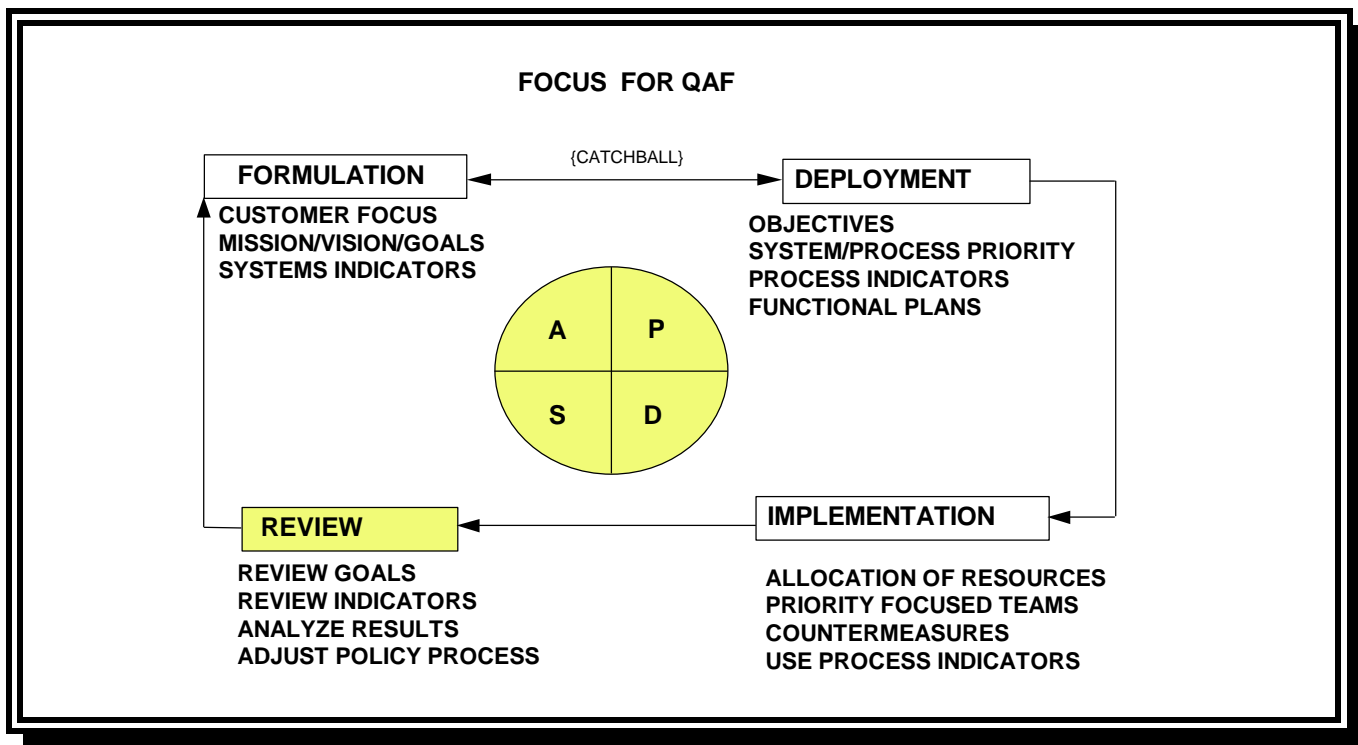


Figure 15.8. Review Diagram.

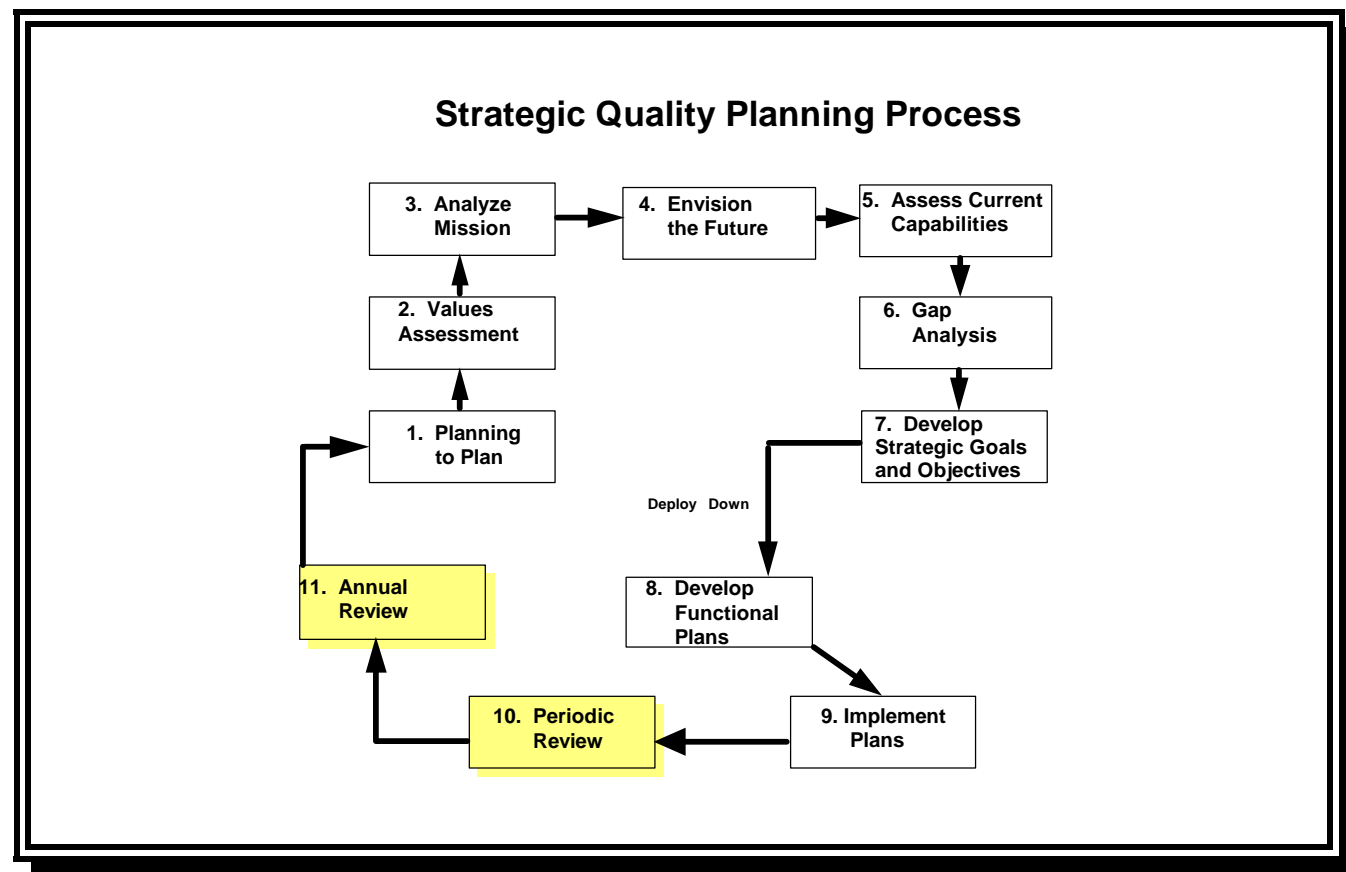
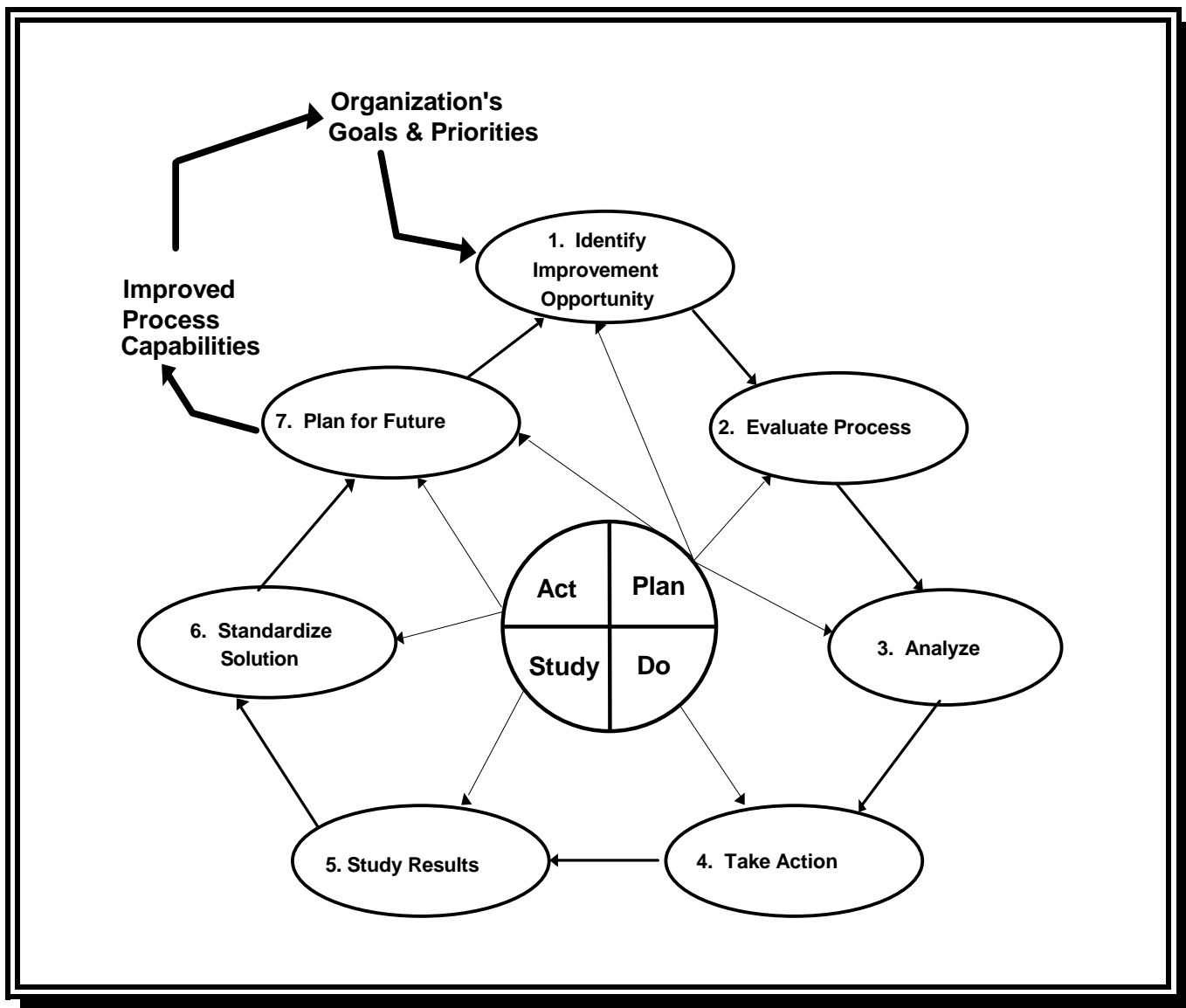


Figure 15.9. Strategic Planning Model Step 10 and 11.



**Figure 15.10. QAF Continuous Improvement Process Model.**

improvement to meet those customer expectations. Next we'll look at the Continuous Improvement Process.

## 15.6. QAF Process Improvement:

**15.6.1. Basic Process Model.** The QAF operating style calls for us to strive for process improvement. To accomplish this tasking, we must learn to apply quality tools and techniques systematically (figure 15.10).

**15.6.2. QAF Continuous Improvement Process (QAF CIP).** There are many ways to describe continuous improvement. One of these is the QAF CIP. This is a systematic, data-based approach to plan, sequence, and track improvement efforts. The process stratifies data into small manageable efforts and provides a common language and standard methodology to an

organization. What's beneficial in this approach is the highly effective and useful tools you can apply to improve your processes. Figure 15.11 illustrates the differences in product-focused and process-focused approaches.

### 15.6.3. How QAF CIP Works:

**15.6.3.1. Identify Improvement Opportunity.** In this step, you'll need to establish a logical pattern or framework which will carry the team through the improvement process (figure 15.12). Develop indicators, such as graphs or control charts, to help you visualize the need for improvement. Remember to narrow your focus to a specific process--don't aim for large-scale success before you first test your collective skills and abilities on a more manageable scale.

**Product-focused** approach. This solution relies on inspection after a product is completed—and that means rework if mistakes are discovered. Rework means more time, more money, and more work!

**Process-focused** approach. You're building in quality by working through the process. This doesn't require rework—that means less time, lower costs, and higher quality.

**Figure 15.11. Approaches.**

15.6.3.2. **Evaluate the Process.** You're now ready to select an opportunity and set a target for improvement (figure 15.13). This step allows the team to focus on more detail; collect and intercept data relating to the process and identify a specific issue to tackle. Remember, we're using the word problem to describe any discrepancy between the "current" and "desired" state of a process.

15.6.3.3. **Analysis.** To uncover the root cause, use the data by using analytical tools (figure 15.14). Cause-and-effect diagrams, Pareto charts, graphs and other analytical tools, arranged logically, can lead you to the selection of one or more root causes.

15.6.3.4. **Take Action.** The team can propose improvements by using an Action Plan Matrix. This matrix identifies specific methods to use to attack root causes (figure 15.15). Evaluate methods on the basis of effectiveness, feasibility, and cost benefit's derived. Once you've worked through these evaluations, develop a plan to implement those improvements.

15.6.3.5. **Study Results.** Now you'll learn if the action taken allowed you to achieve your desired objective (figure 15.16). This is your confirmation step, and it's important that you understand why your target for improvement was or wasn't met. If your original actions weren't effective, you may want to implement additional or new actions.

15.6.3.6. **Standardize Solutions.** To make improvements part of your daily operations, you must integrate the team's improvement efforts into an organization (figure 15.17). Once you've established a place in the day-to-day working operations, you can branch out and try to extend this improvement to other areas.

15.6.3.7. **Plan for the Future.** The improvement process allows the team the opportunity to review work accomplished, address remaining issues, and evaluate team effectiveness (figure 15.18). Additionally, the team can review lessons learned in problem solving, interpersonal communications, and group dynamics.

15.6.3.8. **Inform Everyone.** During the improvement process you need to keep everyone informed of your progress. A visible means to do that is in the use of storyboards.

**15.7. Continuous Improvement Storyboards.** Storyboards visually and logically present the appropriate steps in a complex (or simple) plan or task (figure 15.19). As an alternative to a lengthy narrative, storyboarding captures and tracks basic ideas, plans, and activities that teams do as they proceed through the QAF CIP model. It

also allows nonteam members to contribute to your process by giving suggestions, constructive criticisms, and ideas. They can be kept as historical documents and they make briefing your process to the quality council or others easy also.

## 15.8. Teams:

15.8.1. Teams are an integral part of QAF. The four common types of teams you may be involved with in today's Air Force are the **Tiger Team, Process Action Team (PAT), Developmental Team, and Natural Working Group.** Any of these teams may be comprised of workers sharing a given process, but from different organization's, unit's or functional areas. This composition is known as "cross-functional." The main focus continues to be on improving existing processes, solving problems, or developing new plans or procedures. Higher quality decisions, increased levels of trust, and

Step 1	Checkpoints
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<p><b><u>Objective:</u> To select the appropriate process for improvement.</b></p> <ul style="list-style-type: none"> <li>• Must address why the process was selected and how the improvement effort supports the organization's plans, goals, and objectives</li> <li>• Research for improvement opportunities <ul style="list-style-type: none"> <li>- Review metrics/indicators</li> <li>- Survey internal/external customers</li> <li>- Standard procedures</li> <li>- Interview personnel</li> </ul> </li> <li>• Flowchart</li> <li>• Run Chart</li> <li>• Brainstorming</li> <li>• Control Chart</li> <li>• Project Schedule</li> <li>• Multivote</li> </ul>	<ol style="list-style-type: none"> <li>1. Organization's key processes identified.</li> <li>2. Reasons why a key process was selected for improvement and its relationship to organizational plans are clearly understood.</li> <li>3. Customer defined critical success factors identified.</li> <li>4. Macro process flowchart developed.</li> <li>5. Candidate processes prioritized.</li> <li>6. Process to be improved identified.</li> <li>7. Process owner, customers, suppliers and stakeholders identified.</li> <li>8. Customer requirements identified.</li> <li>9. Indicator established to measure process performance.</li> <li>10. Schedule for completing the CIP and leadership reviews developed.</li> </ol>
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**Figure 15.12. QAF CIP, Step 1.**

stronger commitment are some of the advantages of using teams. Participants will also likely benefit from a broader range of ideas and an increased knowledge of the system and may or may not be chartered. The charter serves as a written contract between the organization leadership and the team. The mutually agreed upon charter gives direction and clarifies expectations for the team. The charter should consist of a situational statement, guidelines or operating instructions, and the team composition. The situational statement defines the reason the team was formed. The team's authority, reporting

requirements, and resources are specified in the guidelines or operating instructions. Team composition specifically identifies, by name, the team members.

15.8.1.1. ***Tiger Teams*** are normally formed by senior management with the express intent of fixing a specific problem. Members are normally selected because of their expertise in the problem area. Tiger teams are normally disbanded once the problem's solution has been implemented and standardized. Tiger teams may or may not be chartered.

Step 2	Checkpoints
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<p><b><u>Objective:</u> To select a challenge/problem and set a target for improvement</b></p> <ul style="list-style-type: none"> <li>• Collect data on all respects of improvement</li> <li>• Checksheet</li> <li>• Pareto Chart</li> <li>• Benchmarking</li> <li>• Run Chart</li> <li>• Control Chart</li> <li>• Problem Statement Matrix</li> <li>• Histogram</li> <li>• Flowchart</li> </ul>	<ol style="list-style-type: none"> <li>11. "As-is" flowchart developed to task level.</li> <li>12. Measurements of process relevant to customer identified and data collected.</li> <li>13. Problem stratified to a specific level for analysis.</li> <li>14. Most significant portion of the problem selected.</li> <li>15. Customer requirements validated against process capabilities.</li> <li>16. Problem statement addressed the gap between desired and actual state.</li> <li>17. Target for improvement established using data.</li> </ol>
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Figure 15.13. QAF CIP, Step 2.

Step 3	Checkpoints
<p><b><u>Objective:</u> To identify and verify the root cause of the problem</b></p> <ul style="list-style-type: none"> <li>• Cause and Effect Diagram</li> <li>• Histogram</li> <li>• Pareto Chart</li> </ul>	<ol style="list-style-type: none"> <li>18. Cause and effect analysis performed on the problem.</li> <li>19. Potential causes analyzed to actionable root causes.</li> <li>20. The root cause with greatest probable impact selected.</li> <li>21. Root causes verified using data.</li> </ol>

Figure 15.14. QAF CIP, Step 3.

Step 4	Checkpoints
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<p><b><u>Objective:</u> To plan and implement actions that correct root causes.</b></p> <ul style="list-style-type: none"> <li>• Take Action Matrix</li> <li>• Force Field Analysis</li> <li>• Action Plan Chart</li> <li>• Cost-Benefit Analysis</li> </ul>	<p>22. Possible actions developed and evaluated.</p> <p>23. Actions were cost beneficial.</p> <p>24. Action plan developed (addresses: what, who, how, when, resources needed).</p> <p>25. Actions tested (if possible) before full scale implementation.</p> <p>26. Cooperation and approval obtained.</p> <p>27. Action plan implemented.</p>
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Figure 15.15. QAF CIP, Step 4.

Step 5	Checkpoints
<p><b><u>Objective:</u> . To confirm the actions taken achieved the target</b></p> <ul style="list-style-type: none"> <li>• Run Chart</li> <li>• Histogram</li> <li>• Checksheet</li> <li>• Control Chart</li> <li>• Pareto Chart</li> </ul>	<p>28. Indicator was the same one used in identifying the process.</p> <p>29. Results of actions met or exceeded target.</p> <p>30. Reasons why target was met or not met.</p> <p>31. Additional actions taken (if target not met).</p>

Figure 15.16. QAF CIP, Step 5.

Step 6	Checkpoints
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<p><b><u>Objective:</u> To ensure the improved level of performance is maintained</b></p> <ul style="list-style-type: none"> <li>• Control Chart</li> <li>• Control System</li> <li>• Run Chart</li> <li>• Standardize Procedures</li> <li>• Flowchart</li> </ul>	<p>32. Revised methods and procedures published.</p> <p>33. Training on new process took place.</p> <p>34. Periodic process review points established.</p> <p>35. Areas for replication considered.</p>
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Figure 15.17. QAF CIP, Step 6.

Step 7	Checkpoints
<p><b><u>Objective:</u> To plan what is to be done with any remaining problems and evaluate teams' effectiveness</b></p> <ul style="list-style-type: none"> <li>• Action Plan</li> <li>• Flowchart</li> <li>• Control System</li> <li>• Brainstorming</li> </ul>	<p>36. Remaining issues analyzed and evaluated.</p> <p>37. Future actions planned (if necessary).</p> <p>38. Team evaluated their problem-solving skills and effectiveness.</p>

Figure 15.18. QAF CIP, Step 7.

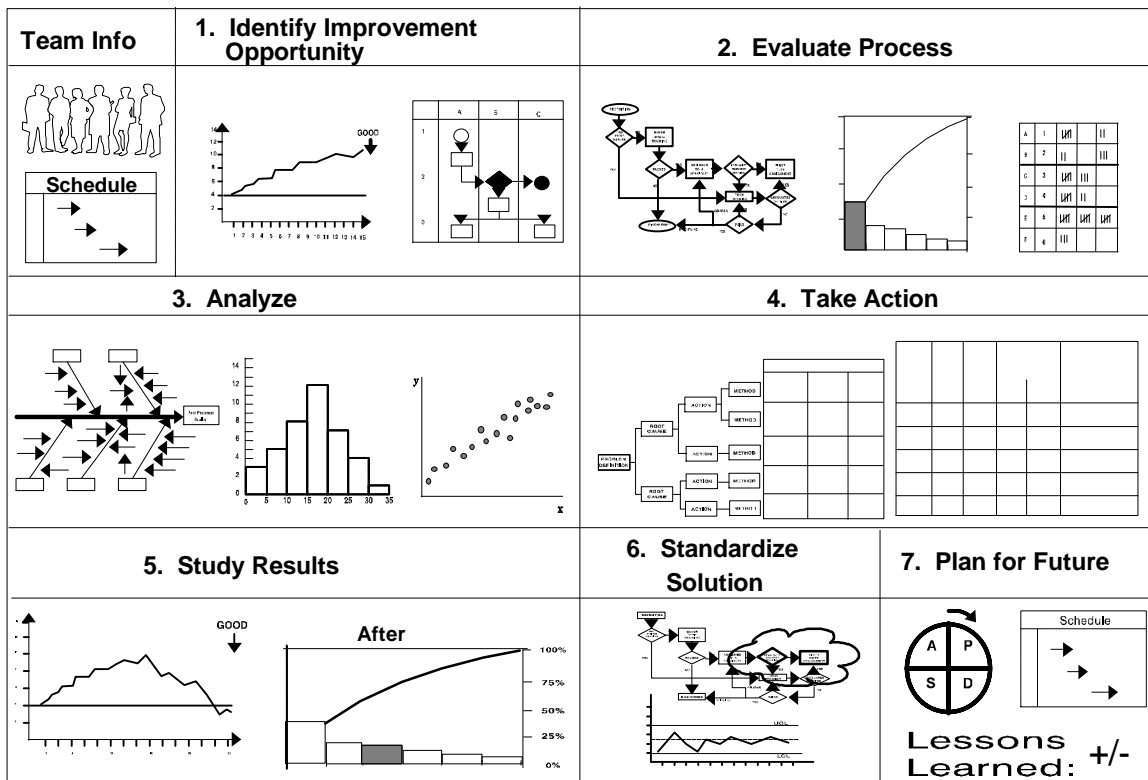


Figure 15.19. Storyboard.

15.8.1.2. **Process Action Teams** are normally chartered to improve an existing process. Team members have a vested interest in the improvement process. The process owner must clearly define the scope of activities and establish the duration of the task. Members need training in group dynamics, use of the QAF CIP model, and use of basic analytical tools. PATs are normally chartered.

15.8.1.3. **Developmental Teams** are formed to design new processes or projects. Members may not be experts in the task being developed, and may need training in the use of basic analytical tools. Developmental teams may or may not be chartered.

15.8.1.4. **Natural Working Group** members are those who typically work together and have a desire to continually improve shared work processes. Members participate in the process and have a vested interest in it's success or failure. Decisions regarding improvement efforts rely upon data collected that is relative to the process. By continually measuring the process, team

members can be responsive to changes as they occur. Natural working groups are not normally chartered.

#### 15.8.2. Team Member Roles:

15.8.2.1. **Process owners** usually own the biggest slice of the process pie being examined. Process owners are those individuals who, with the stroke of a pen, can change the process. Process owners, when they charter a team, become the champion of that team and support the team's efforts in completing their goal.

15.8.2.2. **Team leaders** traditionally represent the process owner. They provide guidance and direction to the team. Team leaders help the group grow toward accomplishing team goals.

15.8.2.3. **Team members** are normally nominated by the team leader. Team members are normally functional experts in their respective areas, and team participation is part of their primary duties. The role of a team member may not seem as prestigious or exciting as other team-

related roles, but don't underestimate the value of each individual's contribution. Whatever the contribution, you must value all team members for what they can offer--that's the key to a successful team venture!

15.8.2.4. **Facilitators** are individuals who function as the coach or consultant to a group, team, or organization. In quality improvement, the facilitator concentrates on team dynamics and the improvement process. The facilitators primary role is to focus on how decisions are made rather than what decisions are made.

## 15.9. Quality in Daily Operations:

15.9.1. **QAF Principles and Practices.** Quality in daily operations combines gains already achieved through process improvement with daily responsibilities. Applying Quality Air Force principles and practices in everyday activities makes tools, metrics, and continuous improvement intrinsic parts of the job. Quality in daily operations means knowing our particular role in the unit's mission and understanding how our processes fit into the overall system and goals of the organization.

15.9.2. **Planning for Quality.** In planning for quality, each work unit aligns it's efforts to the immediate customer and the larger organization; it sets the stage for metrics development. In control of quality, we check the process for stability and capability. If either is missing, we can't consistently deliver quality to our customers. Use the QAF CIP process (several times if necessary) to gain control of the process. Once the process is under control, metrics will help detect problems before they occur. When customers demand future changes, it's easy to rapidly adapt processes to meet these new needs. **Quality, like change, never ends** (figure 15.20).

### 15.9.3. Metrics:

15.9.3.1. As a member of Quality Air Force, each of us will develop and use metrics to monitor, stabilize, and improve processes. The QAF glossary defines a metric as *a measurement, taken over a period of time, that communicates vital information about a process or activity*. Metrics are meaningful measures; they must present data that leads us to fact-based decisions. Data-driven decisions based on quantitative measurement can help us break through to a smarter, more productive way of doing business.

15.9.3.2. Consider these eight characteristics of a good metric:

- Meaningful to the customer.
- Simple, understandable, logical, and repeatable.

- Shows a trend.
- Clearly defined.
- Data that's economical to collect.
- Timely.
- Drives appropriate action.
- Gives a snapshot of how organizational goals and objectives are being met through processes and tasks.

15.9.3.3. Good metrics gauge progress in reaching the processes' desired outcomes. This will lead to accomplishment of organizational objectives and consequently achievement of goals. Metrics will do all this when they're related to customer requirements, as well as organizational goals and objectives. Organizational goals and vision must be known before metrics can assess them effectively.

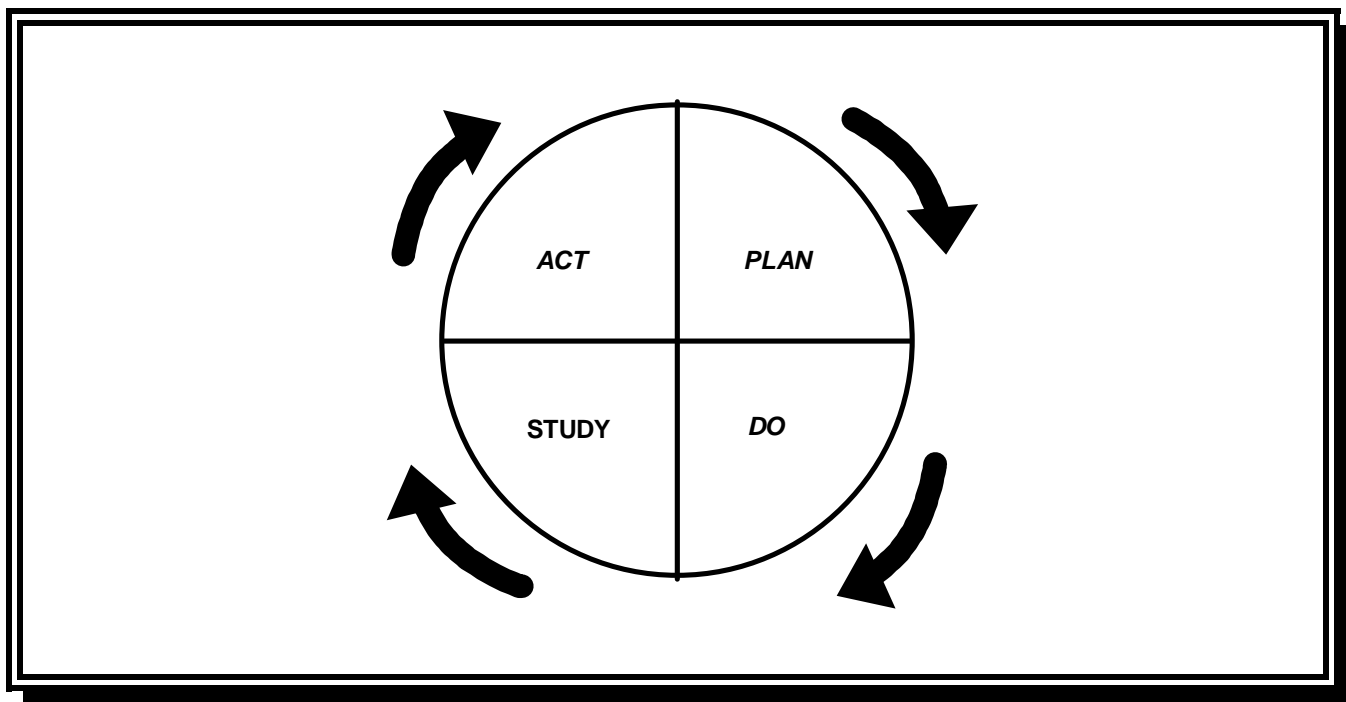
15.9.3.4. Metrics help us use data to evaluate the organization's processes. Note that metrics should be used to evaluate processes instead of people. Using metrics to assign blame is counterproductive, instills fear in an organization, and sometimes results in manipulation of data to present a favorable but inaccurate picture. Design metrics to help continually improve; don't focus on trying to "look good."

15.9.4. **Assessment.** Just as we need metrics to measure continuous improvement of our process, we need an assessment method to measure the success of our Quality Air Force system. To help us track our progress on our quality journey and celebrate our successes, the QAF roadmap includes assessment. Measurement of our progress is based on the QAF criteria established by the Air Force Quality Council.

15.9.5. **Quality Air Force Assessment.** Traditional military inspections focus on specific behaviors and itemized taskings. Independently assessing conformity in mission capability is the purpose of the Air Force inspection procedure called QAF assessment. Additionally, as determined by the commanders from the MAJCOMs, the assessments can conduct audit's of key MAJCOM quality performance and operational results indicators, as well as their supporting systems and processes. This procedure allows external personnel the opportunity to review processes and gives the unit another source of feedback.

### 15.9.6. Unit Self-Assessment:

15.9.6.1. Unit self-assessment uses QAF criteria to review



**Figure 15.20. Plan, Do, Study, and Act (PDSA) Cycle.**

an organization against a standard set of quality improvement criteria. The goal is continuous organizational improvement. Just as the need for standardization is important, so is the need to recognize special mission needs unique to a MAJCOM or agency. To help meet those needs, each MAJCOM determines specific processes for conducting unit self-assessments.

15.9.6.2. QAF is gaining in its application. We've always been a "quality organization," and now were

concentrating on methodically improving our key processes. There is always a better way of doing something, and the workers at the grass-roots level along with the leaders with the "big picture" perspective can jointly make this happen. We can no longer work in a vacuum and be successful. Success stories abound today. The Secretary of the Air Force Award and the Air Force Chief of Staff Team Awards have already highlighted a few of the many success stories out in the Air Force. "Quality is a habit, not an act."--Aristotle.

## Chapter 16

### THE HUMAN RESOURCE

**16.1. Introduction.** Several important programs exist to ensure your most important resource--the human resource--is properly taken care of and developed. This chapter covers some of these programs, which are manpower management, leave management, and enlisted specialty training.

**16.2. Manpower Management.** Effective manpower management is critical to mission accomplishment. As supervisors, NCOs must understand the manpower management system and its roles. This section provides an overview of how manpower requirements are quantified and how supervisors may initiate changes. It also provides a general description of the Air Force

process for allocating manpower resources, key manpower management documents, and the role of the wing manpower office.

#### 16.2.1. Manpower Requirements Quantification:

16.2.1.1. The basic tool for quantifying manpower requirements is the Air Force Manpower Standard. It's developed by a team composed of functional and manpower representatives. Manpower standards are models that can take various forms. The most common form is a mathematical model that quantifies manpower requirements for various quantities of a selected work load. The selected workload, referred to as work load

factor, is normally the primary work generator in the work center. For example, in military personnel work centers, the primary work generator work load factor is “military personnel supported.” There are three categories of manpower standards, based on applicability. They include standards that apply to a unit at a single base, to a unit at multiple bases within the same command, and to a unit at multiple commands. The military personnel standard is an example of the latter. Standards may be developed using statistically based techniques, or more subjective ones. Examples of subjective techniques are surveys, contractor estimates, or best judgments of work center personnel. Availability of historical work load and manning data and specific characteristics of the function are some considerations in selecting the development methodology.

16.2.1.2. A manpower standard has four primary components: work center description, manpower standard model, manpower table, and variances. The *work center description* describes the work processes performed at all locations where the standard applies. The *manpower standard* model quantifies the manpower needed to perform these processes for specific work load volumes. The *manpower table* provides the grades and skills needed. Variances increase or reduce manpower quantified by the standard at certain locations for mission, environmental, or technological differences. For example, northern-tier bases may require an environmental variance (additional manpower credit) because of inclement weather.

**16.2.2. Manpower Requirements Change Initiation.** The Air Force environment is continually changing. These changes may result in additional work processes or the elimination of work processes included in the manpower standard. Commanders and supervisors are responsible for promptly bringing these changes to the attention of the wing manpower office. This office will evaluate your request and help you prepare the needed supporting documents. These documents are then forwarded to the MAJCOM headquarters for action.

**16.2.3. Manpower Requirements Allocation.** Manpower standards quantify manpower requirements. Unfortunately, requirements sometimes exceed what the Air Force budget can support (fund). A funded requirement is a manpower authorization. The Air Force allocates authorizations on a priority basis to each MAJCOM. The MAJCOM distributes them to subordinate bases and maintains an accountability system to monitor and manage them.

### **16.3. Effective Management of Manpower Resources:**

#### **16.3.1. Managing Manpower Resources:**

16.3.1.1. There are two management documents designed to help you manage your manpower resources--the Unit Manpower Document (UMD) and the Unit Personnel Management Roster (UPMR). The UMD is a computer product that lists unit manpower requirements (both funded and unfunded). It contains many data elements that identify the unique attributes of a position. These attributes include position number, Air Force specialty code (AFSC), functional account code (FAC), work center and grade, number of authorizations, and personnel accounting symbol, or PAS, data. The UMD is the primary document reflecting positions authorized to accomplish the mission. MAJCOMs use this document to allocate manpower resources and identify projected changes in manpower authorizations. The wing manpower office will periodically, or upon request, supply your unit with an updated UMD. Supervisors should periodically check this document for accuracy and for tracking of their authorized manpower strength.

16.3.1.2. The UPMR lists people assigned to the unit by either work center or FAC. It identifies members who have an assignment, indicating the projected month and year of their departure. It also shows projected gains and losses by month and year. The information on the UPMR should match the manpower authorizations on the UMD. Have you experienced considerable time lapses between a person's departure and the arrival of his or her replacement? If so, incorrect information on the UPMR might have caused it. As with the UMD, you should periodically review the roster for accuracy. Compare it with the number of positions authorized on the UMD. Report discrepancies to your unit manning monitor.

**16.3.2. Manpower Office.** Your wing manpower office performs a variety of functions to help you effectively manage your manpower resources. Manpower personnel will help you process requests for changes to your UMD and organizational structure. They also provide management consulting services, upon request, to help you improve your unit's productivity. Be sure to visit them to learn more about their many services.

### **16.4. Leave Management:**

**16.4.1. Balancing Leave.** Leave is a vacation with pay to be used for recreation, morale, diversion from day-to-day routines, and relief from the pressures of job-related duties. Leave is also taken for personal reasons and emergency situations. Members should use leave as it accrues to avoid losing leave during the fiscal year (FY)-end balancing of leave, separation, and retirement accounts.

16.4.2. **Leave--An Entitlement.** As a supervisor, you should know that leave is a statutory entitlement established by Congress and that leave requests should not be denied unless the member's absence will hinder mission accomplishment. If you deny someone leave, you should do so in writing. You should encourage and allow your workers to take a lengthy (at least 14 days) leave from the work environment each year. Do this by establishing an annual leave schedule at the beginning of the FY. Leave is very important to first-termers and especially those members living in the dormitories. Be sensitive to some of their requests. Take the requests and preferences of all involved and ensure everyone is treated as fairly as possible. Some changes are inevitable, but members should be encouraged to make and follow specific leave plans. Members who don't plan to take accrued leave should be counseled about the purpose of leave. Members who persistently refuse to take leave violate Air Force policy and should be told their refusal could result in lost leave at a later date. As a member, you're responsible for knowing and following the provisions for leave use. AF Form 988, **Leave Request/Authorization**, contains important instructions regarding the use of Air Mobility Command (AMC) space-available transportation, what to do if you need emergency medical or dental care, how to obtain funds, etc. Members on leave should always have an approved AF Form 988 in their possession.

#### 16.4.3. **Accruing Leave:**

16.4.3.1. You earn leave at the rate of 2 days per month. Military members are considered to be defending the nation 24 hours a day, 7 days a week; therefore, leave is accrued and used on a 365-day basis as opposed to civilian employees who earn and use leave on a 40-hour workweek basis. Congress recognized that members may be prevented from using their leave in a timely manner because of military requirements. Thus, the law permits members to accrue and carry forward up to 60 days of leave at the end of each FY, hence, the expression "use it or lose it." Also, the Air Force can pay members for unused leave at certain points in their career, such as reenlistment and voluntary retirements, separation, or discharge. By law, members can't receive payment for more than 60 days of leave during their military career. This became effective 10 February 1976. Members who were paid for 60 days before that date may still be eligible to receive payment for another 60 days. However, the legislative history of the law clearly expresses congressional concern that leave is to be used to relax from the pressures of duties and not as a method of compensation.

16.4.3.2. Members don't earn leave when they are absent without official leave (AWOL), in an unauthorized absence status, serving a court-martial

sentence, or in an excess leave status.

16.4.4. **Special Leave Accrual.** Members who spend 120 continuous days in designated hostile fire or imminent danger areas and receive special pay for 4 consecutive months can have their leave accounts adjusted at FY-end balancing to carry up to 90 days of leave instead of 60 days. Members who don't meet these criteria but were deployed for 60 consecutive days in defense of national security or policy may apply through their MAJCOMs to Headquarters Air Force Military Personnel Center (HQ AFMPC) for adjustment of their leave accounts up to 90 days.

16.4.5. **Correction of Legal or Material Error or Injustice.** Since leave is based on law, the only way members can address an alleged legal or material error or injustice is by submitting DD Form 149, **Application for Correction of Military Record**, under the provisions of AFI 36-2604, *Service Dates and Dates of Rank* (formerly AFR 31-3). However, they must first attempt to resolve the issue administratively. Each application is considered on its own merits. Members must apply within prescribed time limits and must provide evidence showing the Air Force is at fault. Types of evidence include, but aren't limited to, the following documents, depending on the member's case: leave and earnings statements (LES), travel vouchers, permanent change of station (PCS) orders, certificates of release or discharge, and statements from witnesses.

16.4.6. **Beginning and Ending Leave.** Leave must begin and end in the "local area." The term local area means the place of residence from which you commute to your duty station on a daily basis. This also applies to leave en route to a PCS or TDY assignment. However, in this case, your local area is split between the old and new duty stations, the old one for beginning leave and the new one for ending leave. Noncompliance with this provision may result in punitive action under the Uniform Code of Military Justice. Regardless of the amount of leave authorized, your leave is calculated based on the actual date of departure and date of return. General rules on charging leave are as follows:

16.4.6.1. You must depart on leave with a validated leave form containing a leave authorization number and proper signature. Normal off-duty days and holidays that occur during the period of leave are chargeable. If leave includes a weekend, you can't terminate leave on a Friday and begin it again on Monday. Further, successive Monday through Friday leaves (or periods of leave surrounding other normal off-duty days) will not be approved except under emergency or unusual circumstances as determined by the unit commander.

16.4.6.2. If you're unable to report to duty upon

expiration of leave because of illness or injury, you must give your commander a statement from a military medical officer or a civilian physician regarding your physical condition. If it isn't practical to obtain this statement, a family member, attending physician, or American Red Cross representative may act for you. In this instance, your duty status changes from leave to in-patient on the date of your admission to the hospital. Refer to AFI 36-3003, *Military Leave Program* (formerly AFR 35-9) for notification procedures. If desired, you can revert to leave status when you're released from the hospital. However, a new leave authorization number is required.

16.4.6.3. Unless you're excused by competent authority, you must be available for duty by 2400 the last day of leave. Failure to return by 2400 the day after the last day of leave is considered an unauthorized absence. If you're absent the first day after the day you're required to report, you'll be AWOL except when the absence is found to be unavoidable. In these instances, you will be charged leave for the period. See the DoD Military Pay and Allowances Entitlements Manual for reasons determining absences over leave. Remember, the rule of thumb is that all periods of absence from duty which should be charged to leave must be charged.

16.4.7. **Extension of Leave.** You may ask for and receive an extension of leave only when the situation warrants it and military requirements permit it. A member should ask for the extension sufficiently in advance of expiration of leave to allow a timely return to duty if the leave is not granted. Also, the request must include a specific reason for the extension, period of time desired, status of leave account, and expiration of term of service, or ETS, so a reasonable decision can be made on short notice. Refer to the paragraph below on advance leave. If the request involves emergency leave, the circumstances must be verified by the American Red Cross.

16.4.8. **Recall from Leave.** In general, members on leave who depart their duty stations do so at their own risk. While at or en route to a leave point, a member may be directed to return to duty for reasons of military necessity. In some cases, travel, transportation, and per diem allowances are authorized when a member is recalled (Joint Federal Travel Regulation). Leave is chargeable, contingent on the period of absence, and may be resumed after the period of recall is completed, but you'll need a new AF Form 988 and control number for the subsequent leave period.

#### 16.4.9. **Types of Leave:**

16.4.9.1. **Accrued Leave.** This is leave that you have earned but not yet used.

16.4.9.2. **Advance Leave.** This is chargeable leave that exceeds your current leave balance but does not exceed the amount of leave you'll earn during your remaining period of enlistment. Any leave request that results in a member having a negative (advance) leave balance over 30 days must have the recommendation of his or her MAJCOM and the approval of HQ AFMPC. You must reimburse the Government for any advance leave that you don't later earn if you separate, reenlist, or retire earlier than planned. Advance leave is appropriate for urgent personal or emergency situations and for leave en route during PCS or TDY, but it is limited to the minimum amount of time needed.

16.4.9.3. **Excess Leave.** This is leave granted for personal emergencies over and above the amount that can be earned before discharge, separation, or retirement. The total amount of accrued, advance, and excess leave can't exceed 60 days for any one period of absence. During a period of excess leave, members don't accrue leave or receive pay and allowances. Further, if a disabling condition is incurred while on excess leave, the member is ineligible by law to receive disability retired pay or disability severance pay. The only exception to the 60-day limit is to give indefinite periods of unpaid absence to members being processed for certain discharges, such as awaiting approval of a court-martial sentence.

16.4.9.4. **Emergency Leave.** This is leave taken for urgent or personal situations, such as:

16.4.9.4.1. Member's presence contributes to the welfare of a dying member of the member's or spouse's immediate family.

16.4.9.4.2. There's a verified death of a member of the member's or spouse's immediate family.

16.4.9.4.3. There's an injury, major surgery, or serious illness involving a member of the member's or spouse's immediate family resulting in a serious problem that only the member can resolve.

16.4.9.4.4. A natural disaster occurs, such as a flood, hurricane, or tornado, that affects the member personally.

16.4.9.4.5. Once the American Red Cross or the host country's equivalent agency verifies an emergency exists in the member's immediate family, the commander normally approves the emergency leave. The initial period is usually 30 days unless the member has a negative balance, in which case the commander or HQ AFMPC may approve a lesser amount. A member on emergency leave who needs an extension must contact his or her unit commander or first sergeant for approval. This can be done through the American Red Cross. If the member is needed at home for a lengthy period, he or she

should contact the nearest MPF as soon as possible for counseling and assistance in applying for a humanitarian reassignment or hardship discharge.

16.4.9.4.6. Members who are serving an unaccompanied tour or are separated from their family while TDY are not granted emergency leave for reasons such as normal pregnancy of a spouse, care of children during the spouse's illness, or resolution of marital or financial problems. However, ordinary leave may be granted if warranted.

16.4.9.5. **Ordinary Leave.** This leave is granted in the execution of a commanders leave program and is charged to your leave account. Ordinary leave is also referred to as annual leave. Scheduling and planning your leave is very important in the effort to prevent loss at the end of the FY. As a supervisor, you should: (a) ensure your subordinates plan and schedule their leave, (b) review the schedule to make sure none of the members' leave plans conflict with the mission, and (c) remember that leave is an entitlement and not a privilege. When unforeseen events occur that cause you to deny scheduled leave, you should allow the member to immediately reschedule the leave to prevent loss at the end of the FY. Always work with members to reschedule denied leave.

#### 16.4.9.6. **En Route Leave:**

16.4.9.6.1. This is leave in conjunction with travel, PCS, or TDY, including consecutive overseas tours. If the member does not have leave accrued, commanders must approve the minimum amount needed and delay the member's departure accordingly. Normally, leave en route is 30 days plus travel time; however, a specific number of days is generally not prescribed because port call and duty reporting dates may be limiting factors. Any member who desires to take less leave or no leave en route is responsible for requesting travel arrangements from the personnel and transportation offices. Although a member cannot be forced to take leave for the convenience of the Government, member desires for specific travel dates are limited by available transportation; therefore, the Air Force uses a window of dates for its requirements. If members receive travel reservations within their requested window, they're not considered to be taking leave for the convenience of the Government. Therefore, you should delay departing to accommodate your desires regarding leave.

16.4.9.6.2. Members who complete basic or technical training are usually authorized 10 days of leave en route if their first duty station is in the continental United States (CONUS) and 14 days if it's outside the CONUS.

16.4.9.7. **Consecutive Oversea Tour (COT) Leave.** Most members who serve a COT, either at the same duty station or PCS to another overseas duty station, are

entitled to funded travel to the United States for leave. Travel is performed in a duty status, and chargeable leave begins the day after the member arrives at the destination point specified in the Joint Federal Travel Regulation. Chargeable leave ends the day before the day the member departs the location to which travel was performed. For example, if a member departs the location on Friday, chargeable leave ends on Thursday. The entitlement is normally used between assignments. If the leave is deferred because of military necessity or personal reasons, it must be used within 1 year after the effective date of the in-place COT or date arrived station, whichever is applicable. Leave travel is not authorized in conjunction with any other leave program or travel entitlement.

16.4.9.8. **Special Rest and Recuperation (SR&R).** SR&R is commonly known as the Oversea Tour Extension Incentives Program leave. It is incentive leave (nonchargeable) for enlisted members in certain AFSCs who voluntarily extend their overseas tours and elect one of the two following leave options in place of special pay: (a) 30 days of nonchargeable leave or (b) 15 days of nonchargeable leave and travel at government expense. The leave must be taken within 6 months after the member's original date eligible to return from overseas (DEROS) month. It cannot be combined with a pass or permissive TDY and cannot be used as leave en route upon the member's subsequent PCS. HQ AFMPC considers waivers of the 6-month time limit when military (not personal) requirements make it necessary.

16.4.9.9. **Rest and Recuperation (R&R).** This is chargeable leave which is granted to members in a hostile fire or imminent danger pay area when ordinary and annual leave programs are restricted because of military necessity. Transportation to and from R&R areas is provided on a space-required basis, and the travel time is not charged to the leave account. R&R programs are approved by the Assistant Secretary of Defense.

16.4.9.10. **Terminal Leave.** This is chargeable leave used in conjunction with separation or retirement processing when the member desires to be absent on the last day of active duty. This is often used by members to accept employment that starts before their date of separation or retirement date. Members granted terminal leave aren't permitted to return to duty. The amount of leave taken can't exceed the leave balance at the date of separation, except excess leave can be used under verified emergency conditions. The date of separation is not extended solely for the purpose of taking unused accrued leave, even if it is beyond the member's control. An

exception would be members separating or retiring because of a disability. If these members have previously sold 60 days of leave, they're extended to allow use of accrued leave. If they have not sold 60 days of leave, they must sell unused leave to the 60-day limit before their date of separation can be extended for the remainder of the unused leave.

16.4.9.11. **Convalescent Leave.** When approved by the commander, this is nonchargeable leave used when a member's absence is part of a treatment prescribed by a physician or dentist for recuperation and convalescence. Convalescent leave is limited to the minimum amount of time essential to meet the patients medical needs and when continued medical supervision isn't required. A member who elects civilian medical care at personal expense for treatment that isn't considered necessary by military medical treatment authorities, such as cosmetic surgery, is charged leave for all absences from duty, including convalescence. When a medical procedure is determined to be necessary, such as childbirth, and the member elects civilian medical care, convalescent leave may be granted by the commander upon the recommendation of an Air Force physician.

#### 16.4.9.12. **Leave Outside the United States:**

16.4.9.12.1. Members may take leave outside the United States if they comply with the host foreign government procedures and the DoD Foreign Clearance Guide. They must obtain passports, visas, and other documentation as required. Before permission can be granted to visit a Communist-controlled or -oriented country, members must obtain a defense security briefing and have the approval of the appropriate US defense attach office. Because travel may be restricted in certain areas, the host overseas MAJCOM's procedures must be followed when processing applications for leave requests.

16.4.9.12.2. When taking leave outside the United States to marry a foreign national, the approving commander will ensure certain requirements of AFR 211-18, *Marriage in Overseas Commands* (projected to be AFI 36-3110) can be met during the period of leave.

16.4.9.12.3. Each country a member plans to visit must be included in the leave authorization, as well as an emergency contact leave address. Before departing on leave, you must have documentation to prove citizenship or alien status. If you are an alien, naturalized citizen, or person with foreign-born parents and you return to the country of origin, you must be aware of that nations conscription laws. The MPF will help determine your status, if needed. Members allowed to take leave overseas en route to their overseas assignments (circuitous travel) aren't authorized to sign in before their reporting month.

16.4.9.12.4. Members are responsible for making their own transportation arrangements and for having sufficient funds to defray travel expenses.

16.4.10. **Administrative Absence.** An administrative absence is an authorized absence from the duty station for a short period of time without being charged leave. These absences fall into two categories: passes and permissive TDY (PTDY).

16.4.10.1. **Passes.** There are two types: regular and special.

16.4.10.2. **Regular Pass.** A regular pass begins at the end of normal workhours on a given day and expires with the start of normal workhours on the next workday, which includes public holidays and weekends, not to exceed 72 hours. Air Force members are considered to be in regular pass status when they are on their usual time off after duty hours.

16.4.10.3. **Special Pass.** A special pass is granted outside of regular pass periods for unusual reasons, such as compensatory time off, voting, major religious events, and special recognition. Members should be granted compensatory time off on the first workday after the normal off-duty time which the member worked, unless the operational situation does not permit it. The special pass must include 1 duty day and is usually 72 hours long. Special pass periods begin the hour of departure from work and end when the member returns to duty, and include the normal time off. Members are authorized to use DD Form 2AF, **Identification Card**, for identification purposes while absent from official duty. When it's essential to control the authorized absence for security or operational reasons and other special circumstances, DD Form 345, **Armed Forces Liberty Pass**, may be used.

16.4.10.4. **PTDY.** PTDY is an authorized administrative absence not chargeable to leave and is not an entitlement established by law. Commanders may use PTDY for authorized reasons. Any additional absence above the authorization is charged as leave. PTDY is not authorized in conjunction with a special pass period and will not be granted in place of leave, special pass, or funded TDY.

#### 16.4.10.5. **Approving Leave and Administrative Absence:**

16.4.10.5.1. Only ordinary leave is delegated to the lowest supervisory level to meet the needs of the unit. As a supervisor, you should train your people on the requirements of the leave program and ensure they know how to use an AF Form 988 to request leave and PTDY.

16.4.10.5.2. As a supervisor, you're responsible for ensuring a member requesting leave has a sufficient leave balance by reviewing the member's LES or the Monthly Leave Balance Listing kept in the unit personnel center. You must also ensure the member provides a valid emergency address and telephone number where the member can be contacted. Before signing the leave form, follow your unit procedures for obtaining a leave authorization number from the unit leave monitor. Do not obtain leave numbers earlier than 14 days before the leave effective date. Also, when you approve a leave, ensure the member is aware of safety precautions, knows what to do in an emergency, has sufficient funds to return to duty on time, and follows the instructions on the leave form. Once the AF Form 988 is complete, the supervisor sends part I (figure 16.1) with authorization number to the Defense Accounting Office, gives part II (figure 16.2) to the member, and retains part III (figure 16.3).

16.4.10.5.3. When a member returns from leave, the supervisor determines the first and last days of chargeable leave. The member signs part III of the leave request form, and the supervisor certifies the dates of leave and sends part III to the unit personnel center for processing. If there has been a change in the actual number of days the member took, follow the instructions listed in part III of the leave form. The current method of recording leave was adopted to prevent fraud in the leave reporting system.

**16.5. Enlisted Education and Training (E&T).** The focus of the following paragraphs is on the development of human resources. Another key program in this area is E&T. Its importance cannot be understated because E&T gives personnel the knowledge and skills needed to perform their assigned jobs in support of our wartime and peacetime missions.

#### 16.5.1. E&T Description:

16.5.1.1. The Air Force uses E&T to prepare airmen to perform their jobs within the Air Force and an assigned Air Force specialty (AFS). E&T seeks to develop the military professional skills through professional military education (PME) and to qualify and upgrade airmen in each skill-level of an AFS by achieving the right mix of formal and informal training.

16.5.1.2. As a general rule, formal training is classroom training, and it may be conducted by technical training wings, contractors, mobile training teams, or field personnel qualified to instruct formal courses or facilitate distance learning at the duty location.

16.5.1.3. Informal training is on-the-job training (OJT). OJT is traditional, hands-on, over-the-shoulder training conducted in the duty section that requires personnel to

actually perform duties and tasks required by the day-to-day mission.

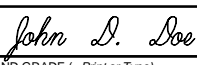
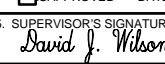
16.5.1.4. OJT may involve distance learning, unstructured self-training, performance evaluations, and knowledge assessment tools. Exportable courseware may refer to books, slides, audio and video tapes, computer-assisted instruction, and interactive video disks. Unstructured self-training combines observation, self-study, informal discussion, and repeated task performance. Trainees use these techniques to complete correspondence courses, obtain task knowledge, prepare for task training, and become proficient in required skills. Likewise, performance evaluations and knowledge assessment tools can be effective teaching tools. They are based on the axiom that we learn better from our mistakes, and they are extremely useful in identifying airman training needs, monitoring training programs, and ensuring trainees meet specific standards before task certification.

**16.5.2. Objectives and Principles.** The object of E&T is to support the mission by educating and qualifying personnel to do their jobs through formal classroom, distance learning, OJT, or a combination of all of these. E&T is based on four principles: realism, integration, flexibility, and simplicity. All are interrelated and support each other.

16.5.2.1. **Realism.** E&T focuses on the knowledge and experience airmen need to perform their jobs that support the mission. Items not directly related to mission readiness are a waste of resources. Limitations, particularly personnel and money, force everyone to set E&T priorities and place special emphasis on the mission-essential items.

16.5.2.2. **Integration.** This principle combines E&T into an enlistment to retirement life-cycle system. The E&T program involves everyone. We must work together to develop training programs that build on other E&T without duplicating and confusing efforts. A primary consideration of integration is whether to train personnel in formal courses or through OJT at operational units. The use of money and personnel resources must be carefully considered to ensure we get the most useful training for the money.

16.5.2.3. **Flexibility.** Flexibility is needed in the E&T program because of the number of career fields, their complexity, and their geographic locations. Because of this, different approaches to training are required. For example, training for an air traffic controller is not the same as training for an information manager. When standardized policies and procedures are developed, they must be limited to those absolutely essential for effective mission accomplishment. Security and safety are good reasons for centralized procedures.

LEAVE REQUEST / AUTHORIZATION <small>(See privacy Act Statement and General Instructions below)</small>				SECTION I		
		TO: ACFP	1. DATE OF REQUEST 1 Jul 95	2. TYPE OF TRANSACTION <small>(1-5) (AFO Use Only)</small>		
SSN (6-14) 123-45-6789		4. NAME (Last, First, Middle Initial) (15-19) Doe, John D.		5. GRADE E-5	6. CURRENT LEAVE BALANCE 30	6a. DOS 30 Jun 97
7. RECOMMEND CONVALESCENT LEAVE FROM _____ TO _____  _____ PROVIDER'S SIGNATURE & STAMP		8. TYPE OF LEAVE (Check one) <input checked="" type="checkbox"/> Ordinary (A) <input type="checkbox"/> Convalescent (F) <input type="checkbox"/> Terminal (P) <input type="checkbox"/> Emergency (D) <input type="checkbox"/> Appellate Review (R) <input type="checkbox"/> Special (H) <input type="checkbox"/> Reenlistment (E) <input type="checkbox"/> Graduation (J) <input type="checkbox"/> Other (Specify) <input type="checkbox"/> Permissive TDY (T)				
REMARKS:						
9. NO. DAYS REQUESTED (33-35) 5	10. LEAVE AUTH NO. (37-43) LX-1234	11. FIRST DAY/TIME OF LV STATUS 3 Jul 95/0001		12.. FIRST DAY OF CHARGEABLE LV (47-52) 3 Jul 95	13. LAST DAY OF CHARGEABLE LV (53-68) 7 Jul 95	
14. LEAVE AREA (36) <input checked="" type="checkbox"/> CONUS <input type="checkbox"/> S <input type="checkbox"/> S to CONUS		15. EMERGENCY PHONE NO. (512) 555-9876		16. LEAVE ADDRESS (Street, City, State, Zip Code, and Phone No.) 711 Main Street Anytown TX 12345 (512) 555-9876		
17. DUTY PHONE NO. 7-4075	18. UNIT AFOMS	19. DUTY SECTION OMP				
20. DUTY LOCATION 1550 5th Street East, Randolph AFB TX 78150-4449						
<b>LEAVE REQUEST CERTIFICATION:</b> I acknowledge that the leave requested by me will be charged against my leave account unless otherwise cancelled or corrected through Part III of this form. In addition, if I cannot earn enough leave before separation to cover this request, I consent to withholding from current pay, final pay, or any other pay due me to satisfy this indebtedness. I understand that there is no actual debt until my final separation from the Air Force; however, I consent to this withholding of pay in anticipation of the indebtedness for the unearned portion of my leave balance. I further consent to such withholding at a rate sufficient to satisfy this indebtedness no later than my requested or projected separation date, and understand that this could result in the withholding of 100% of any current pay, final pay, or any other money due me. I have read the instruction on PART II.						
MEMBER'S SIGNATURE 				22. LEAVE IS <input checked="" type="checkbox"/> APPROVED <input type="checkbox"/> DISAPPROVED DATE 1 Jul 95		
23. SUPERVISOR'S NAME AND GRADE (Print or Type) David J. Wilson, SMSgt				24. DUTY PHONE NO. 7-4075		25. SUPERVISOR'S SIGNATURE 
<b>SECTION II (To be completed by supervisor / unit commander to authorize advance or excess leave)</b>						
26. LEAVE AVAILABLE TO ETS (From LES)	27. ADVANCE LEAVE REQUESTED (Block 9 minus 6)	28. EXCESS LEAVE REQUESTED (44-46) (Block 9 minus 26)		29. TOTAL LEAVE APPROVED		
30. UNIT HEADQUARTERS	31. COMMANDER'S SIGNATURE / GRADE		32. AUTHORIZATION DATE	33. AUTHORITY FOR ADVANCE LEAVE OVER 30 DAYS		
<b>PRIVACY ACT STATEMENT</b> <b>AUTHORITY:</b> 10 U.S.C., Chapter 40; 37 U.S.C., Chapter 9; EO 9397, November 1943. <b>PRINCIPLE PURPOSES:</b> To authorize military leave, document the start and stop of such leave; record address and telephone number where you may be contacted in case of emergency during leave; and certify leave days chargeable to you. <b>ROUTINE USES:</b> Information may be disclosed to the Department of Justice and to federal, state, local, or foreign law enforcement authorities for investigating or prosecuting a violation or potential violation of law; the American Red Cross for information concerning the needs of the member or dependents and relatives in emergency situations. <b>DISCLOSURE:</b> Disclosure of SSN is voluntary. however, this form will not be processed without your SSN since the Air Force identifies members by SSN for pay or leave purposes.						
<b>GENERAL INSTRUCTIONS</b> <i>(For emergency, reenlistment, convalescent, terminal, appellate review leave, and PTDY, see variations in AFM 177-373, Volume II, Ch 7.)</i> 1. THIS FORM MUST BE TYPED OR COMPLETED IN INK. 2. BEFORE SEPARATING PARTS I, II, AND III, COMPLETE THE FOLLOWING BLOCKS: a. Blocks 1 thru 5, 9, 12 thru 21, and 23 thru 25 are self-explanatory. b. Block 6, Current Leave Balance. Verify that the member has enough leave balance to cover the period of leave requested. This may be done by checking the member's LES or the orderly room's leave balance listing. Complete 6a when member requests leave with a planned return date within 30 days of DOS. c. Block 7. This block will be completed, signed, and stamped by the appropriate medical authority if convalescent leave is recommended. d. Block 8. For PTDY, state the paragraph number of the applicable reason for PTDY as stated in AFR 35-26 and in Remarks area give abbreviated description of purpose of PTDY. (For example: base baseball team.) e. Block 10. Leave Authorization Number. Supervisor or designee obtains a leave authorization number from the unit orderly room immediately before signing a leave approval and forwarding Part I to AFO. Do not get leave number earlier than 14 days before effective date. f. Block 11. First Day/Time of Leave Status. This is the earliest time a member can depart or sign up for space available transportation. If planned departure is on a non-duty day, enter the non-duty date and 0001 hours. If planned departure is on a duty day without performing the majority (more than 50%) of scheduled duty, enter the date and time when more than 50% of the scheduled duty will be completed. NOTE: Leave status is not necessarily chargeable leave. Date cannot be more than 1 day before the date in block 12. See also Part III, Instructions for Charging Leave. g. Block 22. For PTDY, use approval level required by AFR 35-26. h. Blocks 26-33. Complete only to authorize advance or excess leave. Blocks are self-explanatory except for blocks 27, 28, and 33. (1) Advance leave (Block 27). If the requested leave exceeds the current balance but does not exceed the balance to ETS, the leave is advance leave. Complete blocks 26-27 and forward the form (all parts) to the unit commander for approval. If a member requesting leave has a cumulative advance balance of 30 days, comply with AFR 35-9. (2) Excess Leave (Block 28). If the requested leave exceeds the balance to ETS, the leave is excess leave. Complete Blocks 26 and 28 and forward the form (all parts) to the unit commander for approval. (3) Authority for Advance Leave Over 30 Days (Block 33). Record message date/time group if approval was received by message. 3. AFTER INITIALLY COMPLETING THIS FORM: a. Separate Part I immediately after getting a leave authorization number and signing the form. Forward to the AFO using normal distribution unless the leave is terminal/separation or involves excess or advance leave. Forward these requests (all parts) to the unit for approval. b. Separate Part II and give to member. c. Hold Part III for completion after the member's return from leave. If member requests cancellation before any leave is taken, complete Section III of Part III and forward to your unit commander. 4. INSTRUCTIONS FOR COMPLETING AND PROCESSING PART III ARE PRINTED ON PART III. 5. GUIDELINES FOR CHARGING LEAVE AND INSTRUCTIONS FOR LEAVE ADJUSTMENTS ARE PRINTED ON PART III.						

AF FORM 988, SEP 91

PREVIOUS EDITION WILL BE USED

PART I - AFO COPY

Figure 16.1. Leave Request/Authorization - Part I.

LEAVE REQUEST / AUTHORIZATION (See privacy Act Statement and General Instructions below)				SECTION I					
		TO: ACFP		1. DATE OF REQUEST 1 Jul 95		2. TYPE OF TRANSACTION (1-5) (AFO Use Only)			
SSN (6-14) 123-45-6789		4. NAME (Last, First, Middle Initial) (15-19) Doe, John D.		5. GRADE E-5		6. CURRENT LEAVE BALANCE 30			
						6a. DOS 30 Jun 97			
7. RECOMMEND CONVALESCENT LEAVE FROM _____ TO _____  _____ PROVIDER'S SIGNATURE & STAMP		8. TYPE OF LEAVE (Check one)  <input checked="" type="checkbox"/> Ordinary (A) <input type="checkbox"/> Convalescent (F)		<input type="checkbox"/> Terminal (P) <input type="checkbox"/> Emergency (D) <input type="checkbox"/> Appellate Review (R) <input type="checkbox"/> Special (H)		<input type="checkbox"/> Reenlistment (E) <input type="checkbox"/> Graduation (J) <input type="checkbox"/> Other (Specify) <input type="checkbox"/> Permissive TDY (T)			
								PTDY Reason (AFR 35-26, Atch 1)	
REMARKS:									
9. NO. DAYS REQUESTED (33-35) 5		10. LEAVE AUTH NO. (37-43) LX-1234		11. FIRST DAY/TIME OF LV STATUS 3 Jul 95/0001		12. FIRST DAY OF CHARGEABLE LV (47-52) 3 Jul 95			
						13. LAST DAY OF CHARGEABLE LV (53-58) 7 Jul 95			
14. LEAVE AREA (36) <input checked="" type="checkbox"/> CONUS <input type="checkbox"/> OS <input type="checkbox"/> OS to CONUS		15. EMERGENCY PHONE NO. (512) 555-9876		16. LEAVE ADDRESS (Street, City, State, Zip Code, and Phone No.)  711 Main Street Anytown TX 12345 (512) 555-9876					
17. DUTY PHONE NO. 7-4075		18. UNIT AFOMS						19. DUTY SECTION OMP	
20. DUTY LOCATION 1550 5th Street East, Randolph AFB TX 78150-4449									
LEAVE REQUEST CERTIFICATION: I acknowledge that the leave requested by me will be charged against my leave account unless otherwise cancelled or corrected through Part III of this form. In addition, if I cannot earn enough leave before separation to cover this request, I consent to withholding from current pay, final pay, or any other pay due me to satisfy this indebtedness. I understand that there is no actual debt until my final separation from the Air Force; however, I consent to this withholding of pay in anticipation of the indebtedness for the unearned portion of my leave balance. I further consent to such withholding at a rate sufficient to satisfy this indebtedness no later than my requested or projected separation date, and understand that this could result in the withholding of 100% of any current pay, final pay, or any other money due me. I have read the instruction on PART II.									
MEMBER'S SIGNATURE <i>John D. Doe</i>				22. LEAVE IS <input checked="" type="checkbox"/> APPROVED <input type="checkbox"/> DISAPPROVED DATE <u>1 Jul 95</u>					
SUPERVISOR'S NAME AND GRADE (Print or Type) David J. Wilson, SMSgt				24. DUTY PHONE NO. 7-4075		25. SUPERVISOR'S SIGNATURE <i>David J. Wilson</i>			
SECTION II (For member's use to record data for leave originating outside CONUS)									
DATE/TIME DEPART PERM DUTY STATION		DATE/TIME RETURN PERM DUTY STATION		DATE DEPART DESG PAY AREA		DATE RETURN DESG PAY AREA			
INSTRUCTIONS FOR MEMBERS DEPARTING ON LEAVE 1. If you take more leave than you will accumulate before date of separation (DOS), the AFO immediately collects all pay and allowances you receive during the period of excess leave. 2. Remember: a. Your leave is normally effective on the date you include in your leave request as "first day of chargeable leave." b. If you want to change your starting or projected return date before departing on leave, you must notify the leave-approving authority. c. When you sign up for space-available transportation, you have started a period of leave. Once space-available travel has been signed for, leave is charged according to the table on Part III. (Authority: AFR 35-9). 3. You must be in the local area of your permanent duty station before start, and upon completion of leave. Local area is defined as the place of residence or home from which the member commutes to the duty station on a daily workday basis. 4. Before departure, you must have an approved leave authorization (AF Form 988, Leave Request/Authorization) or special order and enough funds for expenses, including costs for travel. Do not assume you can return on time by military transportation. 5. You must be able to be contacted through the address or phone number shown on your leave authorization. Members with key mobility deployment responsibilities must notify their unit mobility officer, NCO or alternate of scheduled leave as soon as possible before departure. 6. If you need an extension of leave, call or send a telegram to the individual who approved your leave. If you are on emergency leave, ask the nearest American Red Cross chapter to verify the continuing emergency to the leave-approving authority. 7. If you require medical or dental treatment while on leave, go to the nearest uniformed services treatment facility. If you must be treated for an emergency at a civilian facility, instruct the civilian source of care to submit a claim for payment to the nearest Air Force medical treatment facility/Resource Management Office. The claim must be itemized, including diagnosis, medical records, your pay grade, military address, and SSN. a. If you are hospitalized in a military medical treatment facility, ensure that your organization of assignment is notified as soon as possible. b. If you are hospitalized in a civilian facility, notify the nearest Air Force medical treatment facility (Patient Affairs Office) as soon as possible. 8. If you are in need of funds, go to the nearest Air force finance office and show this leave form and current Leave and Earnings Statement (LES). Casual payments, if authorized cannot exceed unpaid pay and allowances to date. If you do not have your LES, you may experience a delay. 9. Observe all traffic rules if you travel by automobile. 10. If you plan to travel by commercial air at reduced rates, contact the airline to learn what documents you need. 11. It is your responsibility to return to your permanent duty station or obtain a leave extension from your supervisor before expiration of your leave. 12. If travelling by DOD-owned aircraft, MAC contract flights, or commercial air, you must comply with dress requirements according to AFR 35-10, Chapter 6. 13. Personnel possessing a DD Form 714, Meal Card or DD Form 2AF, when used in lieu of a meal card, must not use either identification to obtain meals while on leave. 14. During PTDY, days not used for reason stated in Section I, block 8, are chargeable as leave. Proof of use may be required. 15. You must meet all appointments while on leave or reschedule the appointments before departure. 16. Before you depart on leave, you should complete DD Form 2258, Temporary Mail Disposition Instructions, at the Postal Service Center, to direct your mail during your leave.									

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PREVIOUS EDITION WILL BE USED

PART II - MEMBER'S COPY

Figure 16.2. Leave Request/Authorization - Part II.

LEAVE REQUEST / AUTHORIZATION (See privacy Act Statement and General Instructions below)				SECTION I									
TO: ACFP		1. DATE OF REQUEST 1 Jul 95		2. TYPE OF TRANSACTION (1-5) (AFO Use Only)									
SSN (6-14) 123-45-6789		4. NAME (Last, First, Middle Initial) (15-19) Doe, John D.		5. GRADE E-5		6. CURRENT LEAVE BALANCE 30		6a. DOS 30 Jun 97					
7. RECOMMEND CONVALESCENT LEAVE FROM _____ TO _____			8. TYPE OF LEAVE (Check one) <input checked="" type="checkbox"/> Ordinary (A) <input type="checkbox"/> Convalescent (F)			<input type="checkbox"/> Terminal (P) <input type="checkbox"/> Emergency (D) <input type="checkbox"/> Appellate Review (R) <input type="checkbox"/> Special (H)			<input type="checkbox"/> Reenlistment (E) <input type="checkbox"/> Graduation (J) <input type="checkbox"/> Other (Specify) <input type="checkbox"/> Permissive TDY (T)		PTDY Reason (AFR 35-26, Atch 1)		
PROVIDER'S SIGNATURE & STAMP			REMARKS:										
9. NO. DAYS REQUESTED (33-35) 5		10. LEAVE AUTH NO. (37-43) LX-1234		11. FIRST DAY/TIME OF LV STATUS 3 Jul 95/0001		12. FIRST DAY OF CHARGEABLE LV (47-52) 3 Jul 95		13. LAST DAY OF CHARGEABLE LV (53-58) 7 Jul 95					
14. LEAVE AREA (36) <input checked="" type="checkbox"/> CONUS <input type="checkbox"/> OS <input type="checkbox"/> OS to CONUS			15. EMERGENCY PHONE NO. (512) 555-9876		16. LEAVE ADDRESS (Street, City, State, Zip Code, and Phone No.)  711 Main Street Anytown TX 12345 (512) 555-9876								
17. DUTY PHONE NO. 7-4075		18. UNIT AFOMS		19. DUTY SECTION OMP									
20. DUTY LOCATION 1550 5th Street East, Randolph AFB TX 78150-4449													
SECTION II ( For member's use to record data for leave originating outside CONUS )													
DATE/TIME DEPART PERM DUTY STATION		DATE/TIME RETURN PERM DUTY STATION		DATE DEPART DESG PAY AREA		DATE ARR CONUS		DATE DEPART CONUS		DATE RETURN DESG PAY AREA			
SECTION III - HOW DID ACTUAL LEAVE COMPARE TO THE LEAVE REPORTED IN BLOCKS 12 AND 13 ABOVE?													
A		CHECK ONE, AND COMPLETE DESIGNATED SUBSECTION		<input checked="" type="checkbox"/> No change (Complete subsections D and E only) <input type="checkbox"/> Last day should be corrected (Complete subsections B thru E) <input type="checkbox"/> Should be cancelled (Complete subsection E only)									
B		CORRECT LAST DAY OF CHARGEABLE LEAVE IS:		IF LEAVE WAS EXTENDED, EXTENSION WAS APPROVED BY:				TOTAL NUMBER OF DAYS TAKEN (See Block 12 for first day of chargeable leave) 5					
C		Space A transportation was used / <u>not used</u> (Circle one) If Space A transportation was used, it was signed up for on _____ (date)											
D		<b>THIS IS A TRUE AND CORRECT STATEMENT OF LEAVE TAKEN.</b> I make this statement with the full knowledge of the penalties for willfully making a false statement. Intentional misstatements or omissions of facts constitute federal criminal violations. (Maximum penalties: \$10,000 fine or 5 years imprisonment, or both. 18 U.S.C. 1001. Also see Article 107, UCMJ.)						MEMBER'S SIGNATURE <i>John D. Doe</i>					
E		In consideration of the last duty day before starting leave and the first day after return from leave, or member's cancellation request, and including all other information available, I certify the above days of leave used, or cancelled, are true and correct to the best of my knowledge and belief. (See below for computing chargeable leave.)											
SUPERVISOR'S NAME AND GRADE ( Print or Type ) DAVID J. WILSON, SMSgt				DUTY PHONE NO. 7-4075		25. SUPERVISOR'S SIGNATURE <i>David J. Wilson</i>			DATE 10 Jul 95				
INSTRUCTIONS FOR CHARGING LEAVE													
Examples: Using a normal work schedule of Monday through Friday, 0730 to 1630													
If the member		and has performed over 50 percent of scheduled duty		on a nonduty day	then duty status is	1. If the member departs the local area or signs up for Space-A travel on Tuesday, and if the leave-approving authority determines that the majority (over 50%) of scheduled duty was performed, Tuesday is a day of duty and Wednesday is the first day of leave. 2. If the member departs the local area or signs up for Space-A travel on Saturday, regardless of the hour, that day is a day of duty and Sunday is the first day of leave. 3. If departure from the local area of sign-up is on Sunday, regardless of the hour, that day is a day of duty and Monday is the first day of leave. 4. If the member returns from leave on Friday, and if the leave-approving authority determines that the majority (over 50%) of scheduled duty was performed, Friday is a day of duty and Thursday is the last day of leave.							
		Yes	No										
Departs or signs up for space-available travel	<input checked="" type="checkbox"/>				Duty								
		<input checked="" type="checkbox"/>			Leave								
			<input checked="" type="checkbox"/>		Duty								
Returns	<input checked="" type="checkbox"/>				Duty								
		<input checked="" type="checkbox"/>			Leave								
			<input checked="" type="checkbox"/>		Leave								
5. If the member returns from leave on Saturday, regardless of the hour, Saturday is a day of leave. This rule also applies if return is on Sunday. (The above examples use Monday through Friday as normally scheduled workdays; however, for members on shift work, equivalent schedules will be arranged though the days of the week vary.) <b>NOTE:</b> When the member signs up for space-available transportation, the member has started a period of leave and it is charged as indicated above. (Authority: AFR 35-9.)													
LEAVE START DATE ADJUSTMENTS													
If the member departs before or after the first day of leave status indicated in Section I of Part I, cancel the original leave request and prepare a new request using a new leave authorization number. Complete Section III of Part III of the original leave request and forward to the unit. Forward Part I of the new leave request to the AFO. Process Part III of the new leave request as normal upon member's return.													
INSTRUCTION FOR COMPLETING AND PROCESSING PART III													
Upon member's return from leave or cancellation, complete (separately) Section III of Part III. Determine how the member's actual leave dates compared to the chargeable leave reported to the AFO on Part I. complete Section III to indicate either "no change," "should be corrected," or "should be cancelled." <b>IMPORTANT:</b> All periods awaiting space available transportation are chargeable as leave according to normal rules for charging leave (see guidelines for charging leave above). After completing Part III, separate and immediately forward to your unit orderly room. If you must alter any Section III data after initially completing, line through and initial the incorrect data or block.													

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PART III - UNIT COPY

Figure 16.3. Leave Request/Authorization - Part III.

16.5.2.4. **Simplicity.** Simple, easy-to-understand policies and procedures must govern E&T programs. Everyone involved in the E&T program must avoid making policies and procedures that cannot be understood. Administrative requirements in particular must be kept simple and to a minimum.

16.5.3. **E&T Roles and Responsibilities.** The E&T system requires the coordinated efforts of personnel at all levels of the Air Force. From the trainee to career field managers at the Air Staff, each member of the E&T team must understand and carry out his or her assigned roles and responsibilities.

#### 16.5.3.1. **The Trainee:**

16.5.3.1.1. The E&T system exists because of the trainee. Trainers, task certifiers, supervisors, commanders, training managers, and career field managers all coordinate and focus their efforts to ensure the trainee is able to perform duties of his or her AFS and job position.

16.5.3.1.2. A trainee may be a graduate of an AETC-administered course, a retrainee from another career field, or a semiqualfied person assigned to a new unit. A trainee may be in skill-level upgrade training (UGT) or position qualification training (QT). Trainees in UGT or QT are normally in the grades airman basic through senior master sergeant. However, personnel are only classified as trainees when so designated by HQ USAF or unit commanders.

16.5.3.2. **The Supervisor.** Supervisors play an extremely important role in the E&T program. They plan, schedule, and may even conduct much of the training. Supervisors also ensure continued quality improvement, task certification, and the documentation of training actions. Because supervisors are considered functional experts in their AFS and not so much in unit training matters, they must actively seek assistance from the unit E&T manager (UETM). The role of everyone else in the training system is to help the supervisor train the trainee, whether the supervisor performs or evaluates the training or appoints a qualified trainer or task certifier to get the job done.

16.5.3.3. **Unit Education and Training Manager (UETM).** The UETM wears two hats. On one hand, the UETM is an adviser who helps the unit commander implement a strong E&T program. On the other hand, the UETM is a consultant to supervisors, trainers, task certifiers, and trainees. UETMs must attain and maintain the qualifications necessary to perform their duties.

16.5.3.4. **Commander.** The commander's primary responsibility is to ensure unit E&T satisfies mission needs. This includes ensuring unit E&T is planned and

scheduled by integrating operational requirements, training availability and opportunity, and scheduling additional formal E&T that is needed to keep unit programs consistent with mission priorities.

16.5.3.5. **Air Force Career Field Manager (AFCFM).** Each AFS has an AFCFM appointed to direct career field E&T activities. Normally assigned to the Air Staff, the AFCFM determines training requirements and implements programs for their assigned career fields. They create the AFS description and mandatory qualification requirements and are the sole authority for waiving these career field requirements. AFCFMs also monitor career field E&T activities to ensure airmen meet the required qualifications within their assigned AFS.

#### 16.5.4. **The E&T Life Cycle:**

16.5.4.1. Figure 16-4 illustrates the E&T life cycle path and requirements and average enlisted grade progression. The life cycle process evolved from a thorough review of Air Force training programs directed by the Air Force Chief of Staff in January 1992.

16.5.4.2. 1992 was designated the Year of Training. The outcome of this review created more rigorous training standards for the future and standardized training concepts and procedures for all AFSs. It also achieved a better balance among formal training, career development courses (CDC), and OJT, while improving the quality of each. It also aligned skill-level advancement with PME and established career phase points. The end result is a process which will improve the quality of E&T programs and produce airmen better equipped to meet the needs of the 21<sup>st</sup> century Air Force.

16.5.4.3. The real benefit from the Year of Training is that it created a coherent E&T architecture that instills more standardization, rigor, and discipline for all E&T programs. This new structure requires all airmen to complete a formal education or training course to be awarded the 3-, 7-, and 9-skill levels. It also adds experience maturation periods of 6, 12, and 18 months to the UGT programs of apprentices, journeymen, and craftsman, respectively. Additionally, all career fields with a 5-skill level in their AFS must use a CDC to provide journeyman knowledge training as a prerequisite for award of the 5-skill level. The Year of Training also defined the minimum qualifications for trainers and task certifiers and determined when airmen would attend PME.

#### 16.5.5. **The AFS E&T Life Cycle:**

16.5.5.1. The Air Force E&T life cycle is implemented within each AFS through the use of a career field

## ENLISTED EDUCATION AND TRAINING PATH

### EDUCATION AND TNG REQUIREMENTS

### AVG SEW-ON TIME



- ☞ BASIC MILITARY TRAINING SCHOOL
  - ☞ APPRENTICE TECH SCHOOL = 3-SKILL LEVEL
  - ☞ UPGRADE TO JOURNEYMAN = 5-SKILL LEVEL
    - ✓ 6 MONTHS DUTY POSITION/APPRENTICE IS REQUIRED BEFORE ENTERING JOURNEYMAN TRAINING
    - ✓ MINIMUM 12 MONTHS ON-THE-JOB TNG (OJT)
    - ✓ COMPLETE APPROPRIATE CDC IF/WHEN AVAILABLE
    - ✓ SRA SEW-ON
    - ✓ (INTERIM: ALL OF ABOVE)
  - ☞ AIRMAN LEADERSHIP SCHOOL (ALS)
    - ✓ MUST BE A SRA WITH 48 MONTHS TIME IN SERVICE, OR BE A SSGT SELECTEE
    - ✓ RESIDENT GRADUATION IS A PREREQUISITE FOR SSGT SEW-ON
  - ☞ UPGRADE TO CRAFTSMAN = 7-SKILL LEVEL
    - ✓ MINIMUM RANK OF SSGT
    - ✓ 18 MONTHS OJT
    - ✓ FORMAL ADVANCED SKILL TRAINING (TECHNICAL SCHOOL)
    - ✓ (INTERIM: UNTIL 7-LEVEL SCHOOLS ARE AVAILABLE, MINIMUM RANK OF SSGT WITH 18 MONTHS OJT)
    - ✓ MUST BE 7-LEVEL TO SEW ON TSGT
  - ☞ NONCOMMISSIONED OFFICER ACADEMY (NCOA)
    - ✓ MUST BE A TSGT OR TSGT SELECTEE\*
    - ✓ RESIDENT GRADUATION IS A PREREQUISITE FOR MSGT SEW ON
  - ☞ USAF SENIOR NCO ACADEMY (SNCOA)
    - ✓ MUST BE A SMSGT OR SMSGT SELECTEE\*
    - ✓ RESIDENT GRADUATION IS A PREREQUISITE FOR CMSGT SEW ON
  - ☞ UPGRADE TO SUPERINTENDENT = 9-SKILL LEVEL
    - ✓ MINIMUM RANK OF SMSGT
    - ✓ MUST BE A RESIDENT SNCOA GRADUATE\*
    - ✓ (INTERIM: AT SMSGT SEW-ON)
- \* ACTIVE DUTY ONLY



6 MONTHS



16 MONTHS



36 MONTHS



7.5 YEARS AVERAGE



12.5 YEARS AVERAGE



16 YEARS AVERAGE



19.2 YEARS AVERAGE



21.5 YEARS AVERAGE

### TRAINER:

- ✓ BE APPOINTED AND CERTIFIED
- ✓ ATTEND FORMAL OJT TRAINER TRAINING
- ✓ AIRMAN LEADERSHIP SCHOOL GRADUATE (ENLISTED)
- ✓ POSSESS A HIGHER SKILL OR EXPERIENCE (CIVILIAN) LEVEL
- ✓ (INTERIM: ALL OF ABOVE EXCEPT THE FORMAL TRAINER COURSE)

### CERTIFIER:

- ✓ BE APPOINTED AND CERTIFIED
- ✓ ATTEND FORMAL OJT CERTIFIER COURSE
- ✓ POSSESS AT LEAST A 7-SKILL LEVEL OR EQUIVALENT EXPERIENCE (CIV.)
- ✓ BE A PERSON OTHER THAN THE TRAINER
- ✓ (INTERIM: ALL OF THE ABOVE EXCEPT THE FORMAL OJT CERTIFIER COURSE)

RANK	EARLIEST	HYT
SRA	36 MONTHS	10 YRS
SSGT	36 MONTHS	20 YRS
TSGT	5.0 YEARS	20 YRS
MSGT	8.0 YEARS	24 YRS
SMSGT	11 YEARS	26 YRS
CMSGT	14 YEARS	30 YRS

Figure 16.4. Enlisted Education and Training Path.

education and training plan (CFETP). AFCFMs create a CFETP for each AFS they manage, using it to standardize skill-level training requirements and establish the framework for managing career field E&T. The CFETP creates the AFS training life cycle by specifying the what, when, where, and how of E&T within the specialty. This helps AFCFMs ensure that specialty training requirements coincide with the Air Force E&T life-cycle requirements while affording flexibility within the E&T program to meet the needs of the AFS. The CFETP also identifies what resources are available to aid E&T programs, and what constraints may prevent trainees from completing E&T requirements. It also serves as a road map for professional growth within the AFS through use of a career path. The career path helps airmen determine

when they can reasonably expect to be promoted, receive training, or hold a specific duty position within their AFS.

16.5.5.2. One of the significant functions of the CFETP is the mandating of minimum E&T requirements. The CFETP specifies what training is required for each skill-level and (or) duty position; what is required for initial skills, advanced, and wartime technical training courses; contingency training; and distance learning courseware such as CDCs and qualification training packages (QTP). This specific attribute establishes consistency within an AFS and ensures everyone meets a basic set of requirements needed to perform effectively in a particular skill-level or duty position. Simply put, the CFETP is the core E&T document for an AFS. Its use implements the

E&T life cycle and provides airmen within the AFS an enlistment to retirement view of their career field.

16.5.6. **Skill-Level UGT.** The Year of Training increased the rigor and discipline in skill-level UGT by mandating minimum requirements that all AFS E&T programs must meet to award the 3-(apprentice), 5-(journeyman), 7-(craftsman ), and 9-(superintendent) skill-levels. To see the changes made to skill-level UGT requires a comparison of the old and new UGT processes.

#### 16.5.6.1. *Apprentice:*

16.5.6.1.1. Under the former policy, most airmen attended formal technical training for award of the 3-skill level. However, a small number of career fields did not have technical training available, and airmen were awarded the 3-skill level through OJT or by qualifying as a bypass specialist. Airmen then entered 5-skill level UGT upon award of the 3-skill level.

16.5.6.1.2. Now, all airmen attend formal technical training to be awarded the 3-skill level. Upon graduation, supervisors make sure apprentices receive a minimum of 6 months' duty experience before beginning 5-skill level UGT. AFCFMs may establish duty experience requirements exceeding 6 months by publishing these exceptions in the respective CFETP. If modified, supervisors adhere to the experience time requirements set by the AFCFM. Supervisors use the apprentice experience period to familiarize the trainee with the organization and mission, evaluate technical training provided, provide performance based training on 3-skill level tasks required in the duty position, and certify tasks taught in technical school. Training on 5-skill level tasks and ordering CDCs required for award of the 5-skill level are not allowed until the apprentice experience period expires.

#### 16.5.6.2. *Journeyman:*

16.5.6.2.1. As mentioned earlier, under the former policy, members entered 5-skill level UGT upon award of the 3-skill level. However, there was no standard system for 5-skill level award. Not all career fields required trainees to complete a CDC during UGT, and there was no minimum time or grade required for skill-level award. For career fields with CDC requirements, it was common practice to schedule the completion of task training and skill-level award to coincide with satisfactory CDC examination results. For career fields without a CDC requirement, skill-level award commonly occurred when task training was completed. The completion of task training was largely dependent on supervisor and trainee aggressiveness and the level of supervision of the training program. Both processes failed to emphasize the importance of experience; rather, it concentrated on

completing training by meeting minimum requirements and conducting it as quickly as possible.

16.5.6.2.2. The Year of Training abolished these ambiguities and refocused our efforts on producing seasoned journeymen by establishing standards that promote the attainment of experience. Now, 5-skill level UGT begins after apprentices complete the duty experience time requirements. Before awarding 5-skill levels, commanders ensure trainees are at least senior airmen, have been in UGT at least 12 months, have completed the required CDC and all training requirements listed in the CFETP. When a CFETP is not available, the supervisor identifies the appropriate tasks needed for UGT.

#### 16.5.6.3. *Craftsman:*

16.5.6.3.1. We also had no standard system for 7-skill level award under the former policy. We began 7-skill level UGT when members were selected for promotion to staff sergeant. Yet, other than the requirement for airmen to sew on the grade of SSgt before the skill-level was awarded, the Air Force had no minimum time or standard requirement, such as attending advanced skills technical training, which applied to all career fields. Consequently, if an airman completed all training requirements for the 7-skill level and would sew on SSgt during the first month of the promotion cycle, they could be a "1-day seven level." The problem with the 7-skill level program was identical to the 5-skill level program. The system failed to build in the experience factor, concentrating more on completing training quickly.

16.5.6.3.2. The Year of Training reversed this by establishing when members would enter 7-skill level UGT, mandating a minimum time requirement for training, and mandating completion of craftsman-level technical training. Now, 7-skill level UGT is restricted to SSgts and above. UGT starts when a member actually sews on SSgt or, in the case of retraining, members enter 7-skill level UGT, if they meet the grade requirement. This includes airmen whose promotions are withheld or who are supplementally promoted to SSgt. Once in UGT, trainees must complete 18 months of OJT, the required 7-skill level CDC, and all training requirements listed in the CFETP, or identified by the supervisor when a CFETP is not available, to be eligible to attend craftsman technical training. Trainees are awarded the 7-skill level when they graduate from the craftsman technical training course.

16.5.6.4. **Superintendent.** The two significant changes to the 9-skill level award criteria are a new grade restriction and formal school requirement. The former policy allowed MSgts and SMSgts to be awarded the 9-

skill level when their supervisors verified they had met all prerequisites and recommended the award. The new policy now restricts 9-skill level award to SMSgts upon graduation from the SNCOA for active duty personnel or completion of the SNCOA correspondence course for AFRES and ANG personnel.

**16.5.6.5. *Selecting Trainers and Task Certifiers.*** The Year of Training also focused on adding rigor, discipline, and standards to how we train and evaluate training. The philosophy is simple: a structured program, with clear delegation and division of responsibilities and proper education of the participants, helps to enhance the environment by building in quality. Changes were made to the training process with this fact in mind.

**16.5.6.6. *Trainer Requirements:***

**16.5.6.6.1.** The former policy allowed any airman qualified to perform a task the ability to train others on the task, regardless of skill-level or experience. The new process adds the dimensions of skill-level and experience to ensure quality training.

**16.5.6.6.2.** Quality training begins by selecting experienced and motivated people to train and by teaching these people to train others effectively. This requirement is met when commanders formally appoint trainers and ensure they are trained and certified to train. To ensure we select from an experienced pool of trainer candidates, trainers must be graduates of Airman Leadership School (ALS) and possess a higher skill-level (if military) or experience level (if civilian) than the trainees. To be certified to train others, trainers must complete the formal Air Force Train-the-Trainer course.

**16.5.6.6.3.** Some practical variances to the new trainer requirements were allowed. For example, completion of the NCO Preparatory Course satisfies the ALS requirement and, in those situations where the trainer and trainee both have an awarded 5- or higher skill-level in the same AFSC, or 3-skill level if no 5-skill level exists, the person most qualified to perform the task to be trained may act as the trainer. Adding all of these factors together illustrates the fact that no one can be a trainer until he or she has at least 4 years of service in the Air Force.

**16.5.6.7. *Task Certifier Requirements.*** Changes were also made to the task certification process. Under the former policy, task certification was primarily the supervisors responsibility, and the supervisor could delegate certification authority to the trainer or another qualified member. Under the new policy, quality evaluation begins by selecting people who have a higher degree of experience in the AFS and by separating the training and evaluation functions. As with trainers,

commanders formally appoint task certifiers and ensure they are trained and certified to effectively evaluate and certify training. Task certifiers must complete the formal Task Certifier course to evaluate and certify training and possess a 7-skill level (if military) or equivalent experience (if civilian) to meet the increased experience requirement. To separate the training process functions, task certifiers must not evaluate or certify tasks they have trained personnel to perform. The adage, “two heads are better than one,” best describes this policy because the basis of a quality evaluation is the elements of consistency and objectivity.

**16.6. PME.** The Year of Training enhanced enlisted PME by requiring all personnel to attend as part of their career progression and by defining when they would attend. Now, SrA with 48 months’ time-in-service or SrA selected for promotion to SSgt will attend ALS. ALS graduation is required to sew on the grade of SSgt. TSgt and TSgt selectees will attend the NCO Academy. Graduation from the NCO Academy is required to sew on the grade of MSgt. SMSgts and SMSgt selectees will attend the Senior NCO Academy. Graduation from the Senior NCO Academy is required to sew on the grade of CMSgt.

**16.6.1. Personnel Program Impacts.** E&T is an integral part of the Air Force personnel system and, as such, it interrelates with other personnel programs, such as classification, promotions, retraining, and reenlistments. Consequently, when the Year of Training changed E&T policy, changes were also made in these other programs. For example, Year of Training changes affected the skill-level required to be eligible for retraining, reenlistment, and promotion to SrA and the eligibility to test for TSgt. For retraining, reenlistment, and promotion to SrA, the skill-level requirement was changed from the 5- to the 3-skill level because airmen cannot be awarded the 5-skill level until they are promoted to SrA. Likewise, the eligibility to test for TSgt was changed from the 7- to the 5-skill because the 7-skill level UGT time-in-training and in-residence school requirements make it difficult for airmen to possess a 7-skill level before testing. All other skill-level prerequisites for these programs remain unchanged.

**16.6.2. Developing E&T Programs.** The AFCFM is responsible for developing and implementing E&T programs within the AFSs they manage. The process and product they use to accomplish these responsibilities are the utilization and training workshop (U&TW) and the CFETP.

**16.6.3. U&TW:**

**16.6.3.1.** The U&TW is a forum convened by the

AFCFM to determine the AFS E&T requirements as they apply to mission needs. In fact, the term U&TW is derived from the main purpose of this meeting: to determine what the specialty does (utilization) and how it will get its work force qualified to perform (training) the existing or new role.

16.6.3.2. The AFCFM determines the need for a U&TW based on impending changes within the AFS or at the request of field personnel when the established E&T requirements and support materials no longer meet specialty needs. The major benefit to a U&TW is the participation and input from MAJCOM and field experts. This bringing together of expertise helps the AFCFM determine the most effective mix of formal and OJT for each skill-level of the AFS, the training standards needed, and who is responsible for providing training.

16.6.3.3. Specifically, the AFCFM uses the U&TW to review and revise AFS descriptions and qualification requirements, tasks required for performance, core tasks and skill-level training requirements, formal and distance learning (CDC, QTP, etc.) E&T course requirements, wartime and MAJCOM-unique requirements, and, in the case when AFSs merge, any transition training requirements. The AFCFM also uses the U&TW to identify the resources available to support AFS E&T, such as instructor authorizations, training equipment, and authorizations for student training days and the means to acquire them.

16.6.4. **CFETP.** As discussed earlier, the CFETP is the core training standard for an AFS. The AFCFM uses the CFETP to identify requirements and responsibilities. It is the basic reference for describing the E&T necessary in developing, conducting, and evaluating formal training and OJT, and for implementing the decisions made during the U&TW. Included as part of the CFETP are the specialty training standard (STS) and Air Force job qualification standard (AFJQS). The AFCFM is the approving official for these standards and approving authority for automating these standards.

#### 16.6.5. **STS:**

16.6.5.1. The STS is included in part 2 of the CFETP. It lists the skills and knowledge that airmen need on the job. It further serves as a contract between AETC and the AFS to show the overall E&T requirements for an AFS that the formal schools teach. The STS is used to standardize E&T and to ensure the using command and mission-related E&T requirements are identified. It also identifies the technical references needed for UGT, QT, and career knowledge training if a CDC is not available.

16.6.5.2. Leadership and management tasks are not included in the STS as tasks requiring formal training. When appropriate, leadership and management material

may be included as a subtask within a plan of instruction, when it supports mission-related training requirements specified as a task in an STS. General leadership and management training requirements are satisfied through PME.

16.6.6. **AFJQS.** An AFJQS is a comprehensive list describing a particular job type or duty position and is included within part 2 of the CFETP as a separate attachment of the STS. Listed on the AFJQS are the minimum common tasks that airmen assigned to similar duty positions, weapon systems, or equipment must perform. The AFJQS provides tasks in the detail needed to support OJT and is used only when airmen are assigned to these positions. With the use of an AFJQS, training within an AFS is standardized. AFCFMs may obtain permission to publish the AFJQS separate from the CFETP when other supporting distance learning material, such as QTPs, will be distributed with the AFJQS. When this occurs, the AFCFM lists the AFJQS in the OJT Support Material section in part 2 of the CFETP.

#### 16.6.7. **Identifying, Conducting, Documenting, and Evaluating Unit E&T:**

16.6.7.1. **Framework for E&T.** The heart of the E&T system is at the base and unit levels. This is where the skills and knowledge learned from formal courses are translated and built upon in the actual work setting. The following paragraphs describe the framework for conducting unit training as related to the responsibilities previously described.

16.6.7.2. **Identifying Training.** The basic source document for identifying E&T requirements is the CFETP. An AF Form 797, **Job Qualification Standard Continuation**, may be used to supplement Part 2 of the CFETP with local training requirements. Once training requirements are grouped together, they become the work center task list.

16.6.7.3. **Work Center or Section Level.** The work center supervisor uses the CFETP and AF Forms 797 to develop a task list of all wartime and peacetime tasks performed by the work center. This list serves as a tool to ensure 100-percent task coverage of work center tasks, plan and schedule OJT, ensure sufficient airmen are qualified to perform critical high-volume tasks, and provide backup task coverage as necessary.

#### 16.6.7.4. **Member Level:**

16.6.7.4.1. If a trainee is a formal school graduate undergoing UGT for the first time, the supervisor reviews

the STS or Course Objective List in part 2 of the CFETP to find out what is learned in technical school. The supervisor then matches the qualifications of the trainee to the requirements of the trainee's duty position. This will tell the supervisor what education and training is needed.

16.6.7.4.2. If the airman has been in the field for some time, check and verify the tasks already certified. Again, match the qualifications to the requirements of the duty position to determine how much training will be required.

16.6.7.4.3. Thorough proficiency evaluations take time; therefore, supervisors must focus on critical and difficult tasks and core tasks directed by the AFCFM. Supervisors use qualified evaluators to conduct critical and complex evaluations. UETMs help supervisors find qualified evaluators from other work centers and base units when they are not available in the trainee's work center. Less formal methods, such as asking questions, may be used to evaluate airman qualifications on less difficult and less critical tasks. Evaluators may use the AF Form 803, **Report of Task Evaluations**, to record evaluation results. Supervisors may use a quality assurance or quality control evaluation as an assessment of airman qualifications if available.

16.6.7.4.4. A supervisor or designated certifying official can certify airmen on those tasks performed to standards. Task certification instructions and documentation requirements are determined by the AFCFM and identified on the cover page of the STS or AFJQS. If an airman was previously certified on a required task but cannot do it now, the supervisor decertifies the airman by simply deleting the previous task certifications. Task recertification, if necessary, is accomplished and documented the same way as initial certification.

16.6.7.4.5. Air Force, MAJCOM, or local directives may require task certification at certain intervals (monthly, quarterly, annually, etc.) to ensure airmen are still qualified on critical task items. Supervisors identify and schedule those tasks requiring recurring recertification. AF Form 1098, Special Task Certification and Recurring Training, may be used for this purpose.

16.6.7.4.6. Supervisors should adjust the airmen's duty position responsibilities based on their qualifications. Supervisors may also want to consider rotating duties or jobs to ensure continual task coverage, broaden airmen's qualifications, and support skill-level UGT and career progression. Job rotation is also an excellent means of improving overall Air Force readiness and unit morale.

#### 16.6.7.5. *Conducting Training:*

16.6.7.5.1. Before conducting training, the supervisor counsels the trainee on member responsibilities for attaining and maintaining qualifications. There are four stages of conducting training: planning, scheduling, instructing, and certifying.

16.6.7.5.2. After determining E&T requirements, the supervisor must plan and schedule the training. This may include enrolling the trainee in mandatory CDCs, setting up OJT within the unit, or scheduling additional formal education or training. The UETM helps the supervisor in identifying and enrolling the trainee in the required CDC.

16.6.7.5.3. In most cases, the supervisor is the trainee's trainer or, if necessary, acquires a qualified trainer with the help of the UETM. The supervisor establishes hands-on, over-the-shoulder, and other types of methods, such as distance learning courses and CDC requirements with the trainer and trainee. For less critical and less difficult tasks, the supervisor advises the trainee of references, materials, and points of contact for unstructured self-training.

16.6.7.5.4. The supervisor must schedule the trainee for OJT with consideration to the work center operational requirements, trainer and task certifier availability, logic, and training opportunities. OJT on tasks most essential to the unit's operation must be scheduled first. At times, OJT may need to be delayed until the work center performs infrequent tasks or conducts periodic maintenance. Schedule OJT to train several trainees requiring qualification on the same task at the same time. Task the trainee to complete specific CDC or distance learning material, such as QTPs, before receiving hands-on training.

16.6.7.5.5. If there is a lack of OJT capability, a trainee may be required to attend additional formal education or training. The UETM helps unit commanders and supervisors identify, coordinate, and schedule formal education and training through the base education office or the base formal training office. This is coordinated through maintenance E&T or the base training manager. The UETM also helps with the development of local training until formal training can be provided.

16.6.7.5.6. The trainer must be a motivator, coach, and judge, communicating not only the correct procedure, knowledge, or technique, but also the right attitude. The trainer must look upon his or her task as one of assisting the trainee to learn the job. Assistance means providing support, encouragement, knowledge, and constructive criticism. The entire training system breaks down if the trainer-trainee relationship is not productively oriented toward the mission of the unit. This relationship has been the pillar of Air Force success for generations.

Supervisors benefit most from the expertise and advice of professional trainers.

16.6.7.5.7. Task certifiers use the appropriate STS or AFJQS when evaluating training and focus their attention on how the training is conducted and whether the trainee meets the qualification standard. Supervisors must ensure the appropriate evaluation device is used for the skill level, unit, and mission. These documents are critical gauges for proper certification. Qualification standards could range from the time it takes to do a task to the number of errors allowed. The task qualification standard is that the trainee must be able to do the job without assistance. If the qualification standard is not reached, more training is needed. If the qualification standard is reached, the task certifier records the task certification according to the instructions on the cover page of the STS or AFJQS.

16.6.7.5.8. After a trainee has been certified on all tasks required for his or her duty position, the trainee is considered "duty position certified." The supervisor can then recommend the trainee be removed from UGT or QT. The supervisor contacts the unit manager to initiate the appropriate actions. To remove the trainee from UGT, the supervisor prepares an AF Form 2096 and sends the document through the unit manager to the commander for approval. When the commander approves the skill-level upgrade, the UETM removes the member from the unit OJT roster. To remove the trainee from QT, the supervisor asks the UETM to remove the member from the roster.

#### 16.6.7.6. *Documenting E&T:*

16.6.7.6.1. Documenting education and training is essential but can become a problem if not carefully controlled. The supervisor must maintain an AF Form 623 for each airman in the grades AB through SMSgt. The AFCFM may make exceptions or specify alternatives, such as automated records, to this requirement.

16.6.7.6.2. An AF Form 623 or another approved manual or automated training record is maintained at the lowest level of supervision possible. Records should be conveniently stored for authorized personnel to review and maintain. Supervisors ensure each training record reflects accurate and current qualifications. When an airman goes TDY, the training record is hand-carried to the TDY location, unless the gaining commander determines otherwise. When an airman goes PCS, it accompanies the field record group to the new organization. Because of security classification, the Air Intelligence Agency will direct the handling of training records for airmen assigned to support their operations. Unclassified information that is no longer needed is given to the airman.

16.6.7.7. *Evaluating E&T.* Evaluation is a quality check to see how effectively E&T is being conducted. It must focus both on the product and the process. All emphasis is placed on whether airmen can do the job needed to support mission requirements. Evaluation is necessary to provide this feedback. Testing can be accomplished in a variety of ways: observation of work, verbal quizzes, performance evaluations, etc. It can range from the very formal to the very informal. Proficiency evaluations, which take time and effort and use expensive resources, should be targeted to critical mission tasks and priorities. Sampling of proficiency may be necessary rather than complete evaluations. Use evaluation feedback to identify areas where improvements in education and training are needed.

#### 16.6.7.8. *Providing Feedback on Formal Education and Training:*

16.6.7.8.1. When deficiencies exist or when requested, the supervisor should provide formal education and training activities, such as AETC feedback on the quality of formal school graduates. Feedback is particularly appropriate following the initial evaluation. The supervisor compares an airman's qualifications with the formal standards specified in the STS. To identify tasks that were not adequately trained, the supervisor submits an AF Form 1284, **Training Quality Report (TQR)**, through appropriate channels to AETC.

16.6.7.8.2. Feedback on tasks that have been unnecessarily trained or have been overtrained helps E&T providers save time and resources. These resources can then be applied to other tasks needing more training support.

16.6.7.8.3. Although formal E&T courses are not usually changed in response to one TQR, each TQR is important. TQR feedback is a primary means for E&T providers to determine the responsiveness of their education and training to unit mission needs. TQR trend information is significant and critical for improving formal education and training. The more specific the feedback, the more useful it is.

#### 16.6.8. **Administering CDCs:**

16.6.8.1. When an airman is placed in UGT or QT, CDCs needed are determined by reviewing the STS and the Extension Course Institute (ECI) list of AFSCs with CDC requirement.

16.6.8.2. If a CDC is not required, the supervisor then identifies the STS training references (TR) for career knowledge training and ensures, as a minimum, mandatory knowledge items listed in AFI 36-2108,

*Airman Classification* are covered. The trainee studies the appropriate TRs and, when ready, is evaluated by the supervisor or task certifier, then is finally certified on the STS.

16.6.8.3. If a CDC is required, the base E&T manager, or the UETM, orders the applicable CDC. When the CDC is received, the UETM issues the CDC material to the supervisor and trainee and briefs them on the proper use of the CDC materials.

16.6.8.4. The trainee makes the necessary course corrections, and the supervisor checks the corrections. The supervisor selects the volume sequence of study, issues a volume, and establishes an estimated schedule for volume and overall course completion.

16.6.8.5. After the trainee completes the volume review exercise (VRE), the supervisor scores the VRE, provides results to the trainee, and conducts review training on the areas missed. The supervisor then issues the next volume.

**NOTE:** The VRE is a teaching device, not a test, and must be given “open book.” If the trainee exceeds the volume completion time limits set by the supervisor, the supervisor determines the reason for slow progression, counsels the trainee, and documents the counseling. As a minimum, counseling must cover strengths, areas needing improvement, attitude, and the ways to improve. The counseling is documented on an AF Form 623A or other substitutes as appropriate.

#### **16.6.9. Course Examination (CE) Preparation and Administration:**

16.6.9.1. After the trainee completes the last VRE, the supervisor notifies the UETM to request the course examination (CE) and starts a comprehensive review with the trainee of the entire CDC in preparation for the CE.

16.6.9.2. When the CE arrives on station the base E&T manager notifies the supervisor through the UETM. The supervisor selects an appropriate test date with consideration for the trainee’s duty schedule. Before allowing the trainee to take the CE, the supervisor ensures the trainee has completed preparation requirements and is ready to test. The supervisor then ensures the trainee takes the test as scheduled.

16.6.9.3. When the CE results are received, the base E&T manager sends the results to the supervisor through the UETM. If the results are satisfactory, the supervisor conducts a review of the areas missed, annotates the CE scorecard when the review is done, and files the CE scorecard in the trainee’s record. If the CE results are unsatisfactory, the commander, with the help of the UETM or base E&T manager, interviews the supervisor and trainee to determine the reason for failure and the corrective action required. The commander counsels and places the trainee in a supervised review program. The supervisor conducts the required review training with the trainee. When review training is done, the supervisor certifies completion on the CE scorecard and schedules the trainee to retake the examination.

16.6.9.4. Should the trainee fail the second CE, the commander, with the help of the UETM or base E&T manager, interviews the supervisor and trainee to determine the reason for failure and, after reviewing the facts, decides on an appropriate course of action. The commander can decide to: (a) continue the airman in training, provide career knowledge training through an alternate means, and, when complete, request a CDC waiver from the AFCFM; (b) withdraw the airman for failing to progress and evaluate for future reentry into UGT; (c) withdraw the airman for failing to progress, request AFSC withdrawal, and recommend retraining or return to a previously awarded AFSC for which the airman is better qualified; or

(d) withdraw the airman for failure to progress and pursue separation. The commander does not have the option to reenroll the trainee in the CDC.

**16.6.10. Providing Feedback on CDCs.** ECI relies on inputs from the AETC-ECI student-supervisor survey, as well as CE test scores, to evaluate the quality of CDC material. Once CDCs are completed, the supervisor and trainee must thoughtfully fill out the survey and include specific comments on the adequacy of the course. The supervisor and trainee return the survey to ECI to help satisfy CDC needs. When serious CDC deficiencies are identified that require quick attention, the supervisor provides a copy of the survey to the base training manager (through the UETM).

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## Chapter 17

### RESOURCE MANAGEMENT AND THE ENVIRONMENT

**17.1. Introduction.** Materiel management is being redefined in today's Air Force. It is everyone's responsibility to safeguard Air Force property and protect it from fraud, waste, and abuse. Materiel management also requires a sensitivity to environmental issues. In addition to the topics just mentioned, this chapter covers Air Force efforts to recycle material resources, and it discusses what we are doing to prevent pollution and control the toxic material that could pollute the environment.

#### **17.2. Resource Management System (RMS):**

**17.2.1. Definition of RMS.** The RMS, in theory, is a means of managing people, money, and materiel. All managers need resources. The RMS provides managers with an effective means to establish priorities, choose actions or policies that will achieve results at an acceptable cost, and obtain required resources.

**17.2.2. Purpose of RMS.** The initial development of the RMS came from pressures within the Government to improve the process of managing, budgeting, and accounting for resources. It provides the methods and procedures needed to manage resources such as manpower, equipment, supplies, and funds. The RMS assists in the management of budgets, acquisition, storage, and disposition. It also provides for a system of collecting recurring information. The RMS places significant responsibility for the use of resources (including budgets and expenditures) in the hands of the user, responsibility centers, and other subordinate echelons.

#### **17.2.3. Effective Use of Government Property:**

**17.2.3.1.** Supply discipline is a personal duty for all Air Force members. It requires everyone to conserve and protect government property for operational needs. The importance of this program should be given special emphasis by everyone, regardless of assignment. Government property must be kept operational and in the best possible condition. In addition, you should keep only the minimum stock levels your unit needs to accomplish its mission. Conservation is one kind of property management.

**17.2.3.2.** Ordinarily, one thinks of conservation as simply not ordering or not using more of an item than is needed to do a job; but there's more to it than that. You

must protect government property from such hazards as abuse, fire, corrosion, or anything else that might make it unusable.

**17.2.3.3.** You can repair many items that become unserviceable. Sometimes this can be done at unit or base level; at other times you'll have to send defective items to an Air Force Materiel Command maintenance depot. In the interest of conservation, reparable items should be sent to the proper repair facility as soon as practical because unattended items could be further damaged, lost, or thrown away.

**17.2.3.4.** A major concept of economy is to use available supplies and equipment only for their intended purpose. For instance, you wouldn't use a stapler as a hammer; doing so could damage the spring mechanism. Also, you wouldn't use an expensive piece of equipment, such as a micrometer, when a less expensive one, such as a ruler, could do the job.

**17.2.3.5.** Air Force members should perform their duties according to conventional practices and procedures of government property management. There are many directives, manuals, technical orders, office memoranda, and other instructions covering virtually every aspect of supply. The supply action may be requisitioning, storage, issuance of supplies and equipment, or turn-in of property no longer needed. Follow each provision closely because it's based upon many years of supply experience.

**17.2.3.6.** Supply personnel and users must frequently screen items in stock to determine if they are excess to the needs of the base or unit. However, even if an item is excess to the needs of an Air Force base, it doesn't become excess to Air Force needs until it is apparent that there is no present or future Air Force requirement for that item. After an item has been declared excess to Air Force needs, further efforts are made to determine if another military branch or Federal agency needs it. If no one else needs the item, it's considered surplus, and the Air Force activity holding it may dispose of it by using one of several methods, to include sale, salvage, or destruction.

#### **17.3. Financial Management:**

**17.3.1. Use of Resources.** All Air Force commanders and supervisors are responsible for the efficient and economical use of all resources in their organizations. The extent to which commanders and supervisors directly

influence the budgeting, allocation, composition, and distribution of these resources depends on the degree of centralization of authority. The degree of centralization is the commander's choice and is determined by mission needs, resources, and managerial environment. Regardless of the level of centralization, you're directly involved in and responsible for managing your resources.

**17.3.2. Cost-Free Resources.** Some resources may appear to be cost-free assets because you neither have the authority to control their allocation (real property, weapons systems, and manpower) nor change the composition of total resources allocated. In these instances, your principal responsibility is to ensure you use these resources in the most cost-effective manner.

### **17.3.3. The Operating Budget:**

**17.3.3.1.** The most important budget is your operating budget; it covers all costs of your operation. The operating budget is for your organization, and its approval by higher headquarters gives you financial authority to accomplish your mission. There are Air Force publications that can be helpful in formulating your budget. Start by referring to AFP 170-1, *Resource Managers Handbook* (projected to be AFPAM 65-605) then seek advice from your unit resource manager for further information and assistance.

**17.3.3.2.** The budget program operates on a fiscal year (FY) basis. FY represents the period beginning the first day of October and ending the last day of the following September (1 October-30 September). Don't confuse FY with calendar year (CY) (1 January-31 December).

**17.3.4. Cost Centers (CC).** The budget process is broken down into centers of control. The lowest level, the CC, is where supplies are used. The CC is the budget term given to a flight or work center of an organization where you're most likely assigned. The next higher level is the responsibility center (RC), which coordinates the budget of several CCs. Normally, the squadron commander is responsible for the RC. Each RC appoints a resource advisor who monitors both the overall budget and use of resources in day-to-day operations. When you're preparing a budget, the resource advisor at the RC specifically monitors preparation of your estimated resource requirements and participates in development of expense targets.

### **17.3.5. Funds Allocation:**

**17.3.5.1.** Allocation of unit funds begins with the base budget officer (base comptroller). Upon receipt of the operating budget authority document (OBAD) from the MAJCOM, the base comptroller allocates funds to each RC as approved by the financial management board

(FMB) based on the projected budget. (The OBAD contains the figures to be used for annual planning purposes, and it lists the various restrictions on specific parts of the budget.) Funds sent to each unit are listed by element of expense. With the RC's approval, the unit resource advisor allocates funds to each CC based on the projected budget. Because these funds are your total allocation for the FY, use them wisely to ensure mission accomplishment.

**17.3.5.2.** Periodically, you'll have to make reports on your budgeting process. These are controlling devices to help monitor the use of your funds. Your resource advisor reviews these reports to identify projected overages or shortages in the units budget. When you order an item from supply, no money changes hands; the cost of the item is deducted from your budget when the order is placed, even if you do not take delivery immediately. Therefore, you'll need to closely monitor and control the money you have in your budget. It's very much like balancing your checkbook.

**17.3.5.3.** Be precise when preparing an operating budget. Remember that the money you spend affects the entire Air Force mission. The Department of Defense (DoD) gives the Air Force a specific amount of money to accomplish its mission. This money comes from taxpaying citizens; part of it is entrusted to you. (Actually, you're spending some of your own money.) You're responsible for using it as efficiently as possible. Let your integrity be your guide.

## **17.4. Fraud, Waste, and Abuse (FWA):**

**17.4.1.** Every year the Air Force loses millions of dollars in monies and resources due to individuals abusing the system, wasting precious resources, and committing acts of fraud. For example, a captain goes on a temporary tour of duty (TDY) for 2 weeks. The captain finishes the job in 4 days and for the remainder of the time goes to the beach. The vacation the captain took was at government expense. Did the captain commit fraud? Did the captain abuse the system? The captain clearly abused the system by using government time and funds for personal benefit. A good example of fraud is when a contractor knowingly sells the Air Force parts which don't meet the specifications of the contract. You certainly wouldn't want to be in a plane in which the propeller was a substandard part from a contractor. Waste of resources can be anything from throwing away usable items to ordering a \$1,000 part when a \$50 part does the job. Misuse of grade is normally considered abuse. Consider this example. A senior noncommissioned officer (NCO) in transportation ordered two junior airmen to fix his personal vehicle during duty hours; the airmen follow orders because the senior NCO is the boss. There is no doubt that the senior NCO used his leadership position for personal gain.

17.4.2. Preventing FWA is the primary focus of the program. Detection and prosecution serve to deter fraudulent, wasteful, or abusive practices; however, the key element of the program is preventing the loss of resources. The Inspector General (SAF/IG) is the focal point for preventing FWA in the Air Force. Within the Office of The Inspector General, the Inquiries Division directs, administers, and oversees the Air Force FWA Prevention and Detection Program.

17.4.3. Anyone may report fraud, waste, and abuse (FWA) complaints to the Air Force Audit Agency, Air Force Office of Special Investigations (AFOSI), security police, or other proper authority. You should try resolving FWA issues in command channels before elevating them to a higher level as with personal complaints.

17.4.4. Promptly advise the AFOSI of suspected criminal misconduct or fraud. The AFOSI investigates criminal allegations. You may submit FWA disclosures on an AF Form 635, **USAF Fraud, Waste, and Abuse Disclosure**, by letter, in person, or by FWA hotlines. Figure 17.1 is a list of FWA hotline telephone numbers.

17.4.5. You may request to remain confidential or submit the complaint anonymously. The identity of individuals granted confidentiality may be revealed only to Air Force or DoD officials who establish an official need for the information with the express approval of the appointing authority or SAF/IG. In making a disclosure, the individual is responsible for providing factual, unbiased, and specific information. Information contained in a disclosure or complaint is privileged, and the release of records relating to FWA and complaint inquiries and investigations outside the Air Force or to a person who does not have an official need to know is prohibited without the approval of SAF/IG or the designated representative.

17.4.6. Individuals making a disclosure may request a summary of the results from the office to which the disclosure is made. This request must be made at the same time the disclosure is submitted. The nature of the allegation, findings, and corrective actions will determine what information is releasable. All information released must be according to the Privacy Act of 1974 and the Freedom of Information Act. Anonymous disclosures are investigated and processed in the same manner as all other complaints and disclosures. However, feedback information will not be provided to inquiring individuals, including any individual claiming to be the disclosure source.

17.4.7. Any complaint or disclosure received that

belongs in another channel is forwarded appropriately. IGs notify complainants, except anonymous complainants, when a different agency is the primary office of responsibility (OPR) for their complaint.

17.4.8. Remember, the success of the program lies with each individual within the Air Force. Support by both military and civilian personnel is crucial in preventing and eliminating FWA. Without full support from both military and civilian personnel, the Air Force can't succeed in the fight against FWA. Any individual who is aware of ineffective controls that could lead to resources being wasted or diverted should report the situation to the proper officials.

**17.5. Environmental Awareness.** Issues concerning the protection and cleanup of the environment have become a high priority for the President, Secretary of Defense, DoD, Department of the Air Force, and local military and civilian communities. The Air Force's agenda to meet the challenges and expectations of achieving and maintaining a commitment to environmental quality will require the integration of environmental planning, resource management, and regulatory compliance into our daily activities.

**17.5.1. Air Force Environmental Commitment.** General Merrill A. McPeak, the former Air Force Chief of Staff, stated "*Protecting the environment is a part of our mission. I expect the Air Force to lead the DoD into an era of environmental excellence.*" The Air Force is strongly committed to environmental quality in all areas of past, present, and future operations. Specific goals are to:

17.5.1.1. Complete cleanup of the past by restoring hazardous waste sites.

17.5.1.2. Ensure our present operations comply with all Federal, State, and local environmental standards. (**NOTE:** In foreign countries, ensure operations comply with the country-specific DoD Final Governing Standards.)

17.5.1.3. Prevent future pollution by reducing hazardous material use and release of pollutants into the environment to as near zero as feasible.

17.5.1.4. Use the environmental impact analysis process to support decisionmaking and to protect the environment.

17.5.1.5. Protect and enhance our natural resources including wetlands, historic sites, and endangered species through sound stewardship and management.

**17.5.2. Environmental Awareness.** The Air Force

<u>AGENCY</u>	<u>HOTLINE NUMBERS</u>
Department of Defense	DSN 227-1061 1-800-538-8429 (703) 697-1061
Department of the Air Force	DSN 223-5080 1-800-424-9098 (703) 693-5080
Department of the Army	DSN 225-1578 1-800-752-9747
Department of the Navy	DSN 288-6743 1-800-522-3451 (202) 433-6743
Army and Air Force Exchange	1-800-527-6789 1-800-442-6345 (in Texas)
Veterans Administration	1-800-488-8244 (FTS) 233-5394 (202) 233-5394
Environmental Protection Agency	1-800-424-4000 (202) 382-4977
Department of Justice	1-800-869-4499 (202) 633-3365
National Aeronautical and Space Administration	1-800-424-9183 (202) 755-3402
Department of Labor	1-800-347-3756 (FTS) 357-0227
Department of Education	1-800-647-8733 (FTS) 755-2770 (202) 755-2770

Figure 17.1. Fraud, Waste, and Abuse (FWA) Hotline Numbers.

cannot conduct daily operations without awareness of their impact on the environment. All military and civilian personnel have the legal responsibility to abide by environmental laws and regulations. They will be held accountable for illegal, careless, or irresponsible behavior. Air Force personnel must:

17.5.2.1. Be aware of major environmental issues facing the Air Force and society.

17.5.2.2. Know the dangers that daily activities (on and off duty) may pose.

17.5.2.3. Take action to prevent problems and report violations when they occur.

17.5.3. **DoD and Air Force Programs.** The Air Force has established several programs to achieve our aim toward environmental excellence: installation restoration, environmental compliance, pollution prevention, environmental planning, and natural resources.

17.5.3.1. **Installation Restoration Program.** This is a DoD-wide program that identifies, investigates, and cleans up past waste disposal or hazardous materiel storage sites.

17.5.3.2. **Environmental Compliance Program.** This is also a DoD-wide program to ensure our present operations comply with all Federal, State, and local environmental standards.

17.5.3.3. **Pollution Prevention Program.** This program has been established to prevent future pollution by reducing use of hazardous and toxic materials and the generation of wastes by means of source reduction, recycling, and environmentally sound treatment.

17.5.3.4. **Environmental Planning Program.** This program provides the process to study and analyze the environmental impact of mission requirements. The planning process supports decisionmaking and allows commanders to monitor all areas and activities of base development and operations.

17.5.3.5. **Natural Resources Program.** This program provides for the protection and enhancement of our natural resources, including wetlands, historic sites, and endangered species through sound stewardship and management.

17.5.4. **Environmental Issues.** Major environmental issues include air and water pollution, solid wastes, hazardous wastes, energy conservation, and workplace and living environment pollution.

17.5.4.1. **Air Pollution.** Air pollution is a growing concern everywhere, not just in large car-choked cities or heavily industrialized areas. Pollution of the air is one of the most immediately felt environmental problems. It takes direct aim at our health and is the cause of global warming from ozone layer-depleting substances such as freon, electronic circuit board cleaners, solvents, and halon. Air pollution is produced from waste products or emissions that foul the air in the form of suspended particles or toxic gases. Other major pollutants are ozone precursors (volatile organic compounds/nitrogen oxides), lead carbon monoxide, and sulfur dioxide. Some sources of the pollutants are vehicles and coal burning plants or industries. You can help by:

17.5.4.1.1. Carpooling.

17.5.4.1.2. Using public transportation.

17.5.4.1.3. Maintaining proper care of your vehicles engine, emission system, and air-conditioning system.

17.5.4.1.4. Preventing leakage of freon gas from air-conditioning units and refrigerators, and recycling freon gas during maintenance.

17.5.4.2. **Water Pollution:**

17.5.4.2.1. Water pollution is a major national concern and is a high priority in environmental programs. Water pollution occurs when pollutants enter rivers, streams, lakes, and watersheds. Major water pollutants include untreated wastewaters, storm water runoff from industrial activities, pollutants from nonpoint sources (for example, urban, agriculture, and silviculture runoff), or any chemical that is used on, disposed of, or leaked onto or into the ground. Many underground storage tanks have leaked and contaminated the ground water. Overuse of pesticides and fertilizers has also caused contamination. Water pollution has caused many previous sources of fresh water to become contaminated. The growing population, expanding industry, and increasing agricultural production have created an increasing demand for fresh water. Water conservation is rapidly becoming the way of life in many communities.

17.5.4.2.2. Air Force installation wastewater discharge consists of domestic wastewater, industrial waste, and storm water runoff. Domestic and industrial wastewater are typically discharged to an on-base treatment facility or to an off-base publicly owned treatment facility. Storm water typically discharges directly to a receiving stream or surface water body. On-base wastewater discharges into waters of the United States are regulated by National Pollutant Discharge System treatment permits issued by Federal or State agencies. Drinking water on and off base is regulated by National Primary

Drinking Water Regulations under the Safe Drinking Water Act to protect health of the population served.

17.5.4.2.3. You can help prevent water pollution by:

17.5.4.2.3.1. Not dumping wastes at unauthorized sites or leaving toxic chemicals at unattended locations.

17.5.4.2.3.2. Not dumping toxic materials down the drain or on the ground (oil from your vehicle, household cleaning products, etc.).

17.5.4.2.3.3. Reporting illegal dumping or contamination of our water resources.

17.5.4.2.3.4. Limiting use of pesticides and fertilizers on your lawns.

17.5.4.2.3.5. Controlling (preventing or eliminating) discharges of unauthorized wastewater and industrial processes wastes into the installations domestic wastewater system.

17.5.4.2.3.6. Preventing or eliminating industrial activities pollutants entering to storm water runoff.

17.5.4.3. **Solid Waste.** Solid waste is any nonhazardous trash, rubbish, garbage, bulky wastes, liquids, or sludges that are normally discarded and are (or could be) taken to a sanitary landfill. Solid waste generated by Air Force operations is subject to the same directives as those generated by commercial and private sources, such as those produced by hospitals and pathology laboratories. Ours is a “throw away” society--if we don’t need it, we trash it! Each person in the United States produces an average of over 4 pounds of trash each day. Most refuse ends up in landfills; however, landfill space is rapidly becoming inadequate. Source reduction and recycling are the solution. Within the Air Force, we recycle about 14 percent of our solid waste. The percentage of waste recycled can be increased if everybody becomes involved. Preventative measures you can take include the following:

17.5.4.3.1. Reduce waste volume. Use returnable or reusable containers and purchase products with minimum packaging.

17.5.4.3.2. Recycle such items as paper, glass, aluminum, and plastics. Recycling centers are available throughout the country.

17.5.4.3.3. Compost yard and organic waste to decay, forming a material that can be used as a fertilizer or soil conditioner.

17.5.4.3.4. Don’t litter. Pick up discarded trash and recycle it or dispose of it properly.

17.5.4.4. **Hazardous Wastes:**

17.5.4.4.1. Hazardous wastes are those waste materials that are ignitable, corrosive, reactive, or exceed specific toxic limits. Hazardous wastes are classified as such in Federal directives or applicable State or local hazardous waste management rules and guidelines. Air Force installations typically generate waste solvents, oils, paints, and paint sludges that often must be regulated as hazardous waste. Hazardous waste releases include accidental and operational discharge of hazardous materials from leaking pipes or storage tanks; equipment failures; and improper storage, handling, and disposal practices.

17.5.4.4.2. A major source of hazardous waste remains virtually unregulated and unknown. Millions of tons of hazardous waste a year come from our careless disposal of insect sprays, antifreeze, chlorine bleach, nail polish, and dozens of other household products. At home we nonchalantly toss half-full cans of paint thinner and pesticides into the garbage. Discarding such items does not amount to much--only one-half of 1 percent of the garbage thrown out in each home. However, each person throws away 1 ton of garbage annually, and the pile continues to grow. It is essential that hazardous substances are controlled or cleaned up quickly. Preventive actions are the key to avoiding hazardous waste releases. You can take the following actions:

17.5.4.4.2.1. Reduce the use of hazardous materials through conservation and substitution.

17.5.4.4.2.2. Use all household hazardous products in an environmentally safe manner, dispose of extra products by using them for their intended purpose, or turn in excess quantities to your local hazardous waste manager.

17.5.4.4.2.3. Monitor your hazardous material storage areas and transport systems, such as pipelines.

17.5.4.4.2.4. Know and understand what cleanup actions are required of you in your job if hazardous materials are used or hazardous waste is generated.

17.5.4.5. **Energy Conservation.** Energy conservation is the organized effort to reduce energy use. Pollution is a common byproduct of most energy utilization and production processes. The production of steam or electricity by a powerplant requires the combustion of coal, fuel oil, or gas, which produces various waste streams. Our natural resources are not limitless and their use is becoming increasingly more costly. The United States is the largest energy user on Earth. We are an

energy-dependent nation. Conservation measures you can take are:

17.5.4.5.1. Turn off lights and appliances when not in use.

17.5.4.5.2. Improve insulation in your home or facility.

17.5.4.5.3. Set thermostats at energy-efficient levels.

17.5.4.5.4. Maintain proper care of your vehicle with engine tune-ups and reduced speed to conserve gas.

17.5.4.5.5. Use carpools or public transportation.

17.5.4.6. **Workplace and Living Environment (Indoor Pollution).** Workplace and living environment (indoor) pollution involves a variety of indoor pollutant emissions and improper storage and disposal of hazardous industrial or household wastes. Buildings and homes have their own form of pollution: burned oil, gas, wood, and tobacco give off harmful gases; formaldehyde and friable asbestos exist in building materials; pesticides and solvents are commonly kept household items. Pesticides, paint, and solvent fumes can be a health hazard to occupants and workers. Lead poisoning is also a major pollutant concern. It is the nation's number one environmental health threat to children who may eat lead-based paint chips as well as drink contaminated water supplied through old lead pipes. Preventative measures include:

17.5.4.6.1. Ensuring you use protective equipment when removing lead-based paints or asbestos or handling extremely toxic substances.

17.5.4.6.2. Keeping pesticides and solvents properly stored and limited to essential use only.

17.5.4.6.3. Using latex paint in place of oil-based paints.

17.5.5. **Consequences.** All Air Force members must be aware that violations of Federal and State environmental statutes can result in both civil and criminal penalties. Prison terms can range from 6 months to 15 years, while one-time fines can range anywhere from \$10,000 to \$150,000, with cumulative fines as high as \$50,000 per day of violation. No one, including Federal officials, is immune from prosecution. Serious consequences will be felt by commanders and supervisors who are held legally liable for the criminal acts of their subordinates. Individuals can also receive administrative and UCMJ actions (Article 15, etc.) for environmental violations. The best way to avoid criminal penalty is to be 100 percent committed to complying with the law. Each person has the responsibility to question suspicious acts or directives and to report such to appropriate

individuals or agencies.

17.5.6. **Personal Actions.** Each person must realize that almost any action he or she takes can impact the environment. Your commitment as an Air Force member should be to adopt effective environmental goals and take personal action to ensure you:

17.5.6.1. Reduce the amount of waste you generate. (Buy products with minimum packaging and use returnable containers.)

17.5.6.2. Reuse materials or waste to the greatest extent possible.

17.5.6.3. Recycle as much as possible: paper, glass, aluminum, and plastic.

17.5.6.4. Do not dump wastes at unauthorized sites or leave toxic substances unattended.

17.5.6.5. Do not dispose of gas, oil products, pesticides, solvents, etc., down drains or pour them out onto the ground.

17.5.6.6. Do not release freon into the atmosphere; for example, from vehicle and facility air-conditioners, and appliances. Use freon recycling equipment to capture and recycle the gas.

17.5.6.7. Read labels and become informed about hazards--heed warnings.

17.5.6.8. Report illegal dumping of wastes. (We must be environmental watchdogs.)

17.6. **Resource Recovery and Recycling Program (RRRP).** The goal of the Air Force RRRP is solid waste reduction, pollution prevention, and conservation of natural resources.

17.6.1. **Authority.** Executive Order 12873, "Federal Acquisition, Recycling, and Waste Prevention," 20 October 1994, requires waste prevention and recycling programs in Federal facilities. DoD Recycling Policy, 28 September 1994, requires all DoD installations to have a qualified recycling program. AFI 32-7080, *Pollution Prevention Program*, establishes the Air Force program to achieve Air Force pollution reduction goals. For municipal solid waste, the goal is to reduce solid waste disposal by 50 percent from 1992 to 1997. The RRRP plays a key role in achieving this goal.

17.6.2. **Program Elements:**

17.6.2.1. The two major elements of the RRRP are recycling and composting. Recycling is the reclamation

and reuse of a previously used material. Composting is the employment of microorganisms to break down yard and organic waste into its basic organic materials.

17.6.2.2. The Air Force recycling program is an integral part of the solid waste management program. This program has been in place since the 1970's and has resulted in significant solid waste disposal reductions at numerous installations. The Air Force strives to recycle as much of the solid waste stream as possible. The minimum materials to be recycled are metals, plastic, glass, used oil, lead acid batteries, tires, high quality copier paper, cardboard, and newspaper.

17.6.2.3. The composting program has the potential to significantly reduce the waste stream. Yard waste can be up to 40 percent of an installation's waste stream. Composting diverts yard and organic waste from occupying valuable landfill space and produces a useful byproduct, compost for installation landscaping efforts.

17.6.2.4. While source reduction is the primary goal, the RRRP also has financial incentives. Reducing the waste stream directly saves disposal costs. The recycling material and compost can also be sold to generate revenue. These proceeds must first be used to recover costs incurred managing and operating the RRRP. Up to 50 percent of the remaining proceeds may be used for pollution abatement, energy conservation, and occupational safety and health activities. Any remaining proceeds may be used for installation morale, welfare,

and recreation activities.

17.6.3. **Qualifying Recyclable Materials.** Recycling materials are those that normally have been or would be discarded (scrap and waste). Items excluded from recycling include:

17.6.3.1. Precious metal-bearing scrap.

17.6.3.2. Items that may be used again for their original purposes or functions without any special processing; for example, used vehicles, vehicle or machine parts, electronic components, and unopened containers of oil or solvent.

17.6.3.3. Ships, planes, or weapons that must undergo demilitarization or mutilation before sale.

17.6.3.4. Scrap generated from Defense Business Operations Fund activities.

17.6.3.5. Bones, fats, and meat trimmings generated by a commissary or exchange.

17.6.4. **Conclusion.** The RRRP is an important contributor to source reduction, pollution prevention, and conservation of natural resources. The RRRP enables the Air Force to aid environmental protection efforts, be a model "good neighbor" to local communities, and generate revenue to improve our quality of life.

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## Chapter 18

### SECURITY

**18.1. Introduction.** All personnel are responsible for safeguarding Air Force operations and sensitive national defense information at all times and under all circumstances. The threat may change, but it hasn't gone away. The need for strong, viable, and effective security programs has not been eroded. This chapter describes the basic programs and procedures you and your subordinates must follow. Learn these programs and procedures and ensure they are a constant component in the processes of your work center.

**18.2. Command, Control, Communications, and Computer (C4) Systems Security.** C4 systems security is the protection afforded to C4 systems to preserve the availability, integrity, and confidentiality of the systems and information contained therein. A complete security program for C4 systems requires the application of the basic elements of C4 systems security (computer security (COMPUSEC), communications security (COMSEC),

compromising emanations (TEMPEST)) and the appropriate application of operations security (OPSEC), information security (INFOSEC), personnel security, industrial security, and physical security. Adequate protection must be provided for all C4 systems based on the criticality of the C4 systems to mission accomplishment and the sensitivity and exploitability of information transported, stored, and processed. It is important to note, however, that not all C4 systems require the same degree of protection, and each facility and C4 system has unique security requirements which must be determined individually. Let's examine each of the three C4 security disciplines: COMPUSEC, COMSEC, and TEMPEST.

#### 18.2.1. Computer Security (COMPUSEC):

18.2.1.1. **Definition.** COMPUSEC is the discipline under C4 Systems Security which results from measures

and controls that protect data in an automated information system (AIS) against unauthorized (accidental or intentional) disclosure, modification, or destruction. COMPUSEC includes the consideration of all hardware and software features, operational and accountability procedures, and access controls at a central computer facility, remote computer, or terminal facilities. It also includes administrative policies, management constraints, physical security, and personnel and communications controls needed to provide an acceptable level of risk for the computer systems, and the data they contain. An AIS includes the system hardware, operating system, application software, associated peripheral devices, and associated data communications equipment.

18.2.1.2. **Automated Information System (AIS).** The use of AISs is a significant savings to the Air Force in terms of human resources and also results in increased mission capability and effectiveness, operational efficiency, and management proficiency. Consequently, the Air Force has become dependent on its AIS capabilities to accomplish not only its war-fighting mission but also its routine support mission activities. AISs are being used at all Air Force echelons to support unit personnel centers and offices, mission planning, aircraft weapons systems, hospital life-support systems, and command, control communications and intelligence systems. Security of these C4 systems assets is paramount if we are to ensure an aircraft can fly its mission, a missile will track to its target, or battle plans are delivered to the right people.

18.2.1.3. **Countermeasures.** Every Air Force C4 system has its vulnerabilities (system security weaknesses) which makes it susceptible to exploitation (that is, to gain access to information or disrupt critical processing). Countermeasures are used to reduce these vulnerabilities to a level which, with the threat, equals an acceptable risk (table 18.1).

18.2.1.4. **Threats.** Three threats of particular concern in today's Air Force are intrusion by computer hackers; the introduction of malicious logic (for example, viruses, Trojan horses, trapdoors, and worms) into computer systems; and FWA of computer resources.

18.2.1.5. **Computer Hackers.** Hackers are normally personal computer users that develop a high sense of curiosity about the C4 systems' world. These individuals break into computers for various purposes. Between January and December 1993, 65 computer security incidents were reported. Most involved casual browsing of the systems. To some, this number seems low or insignificant, but as COMPUSEC awareness continues to grow, so do the number of reported cases. There is a twofold reason for this increase in reported computer

incidents. First, the number of hackers continues to grow. Second, computer security professionals are better protecting their systems and data--closing the door to hackers by denying access, identifying access attempts and actual penetrations, and reporting the incidents to the proper agencies.

18.2.1.6. **Malicious Logic.** The most widely known threat to C4 systems is malicious logic injected into a computer system for a specific mission such as destruction or manipulation of data files. Malicious logic is infecting Air Force AISs in increasing numbers--between January and December 1993, there were 327 virus incidents affecting 597 systems, which resulted in 3,641 work hours lost due to repairing the damage done. This increase is due to poor COMPUSEC practices: using unauthorized software (games), freeware, and shareware; accessing or transferring data files from computer bulletin board systems (BBS) not approved by the DoD; not controlling your media; and using disks from home. As people share computers, software programs, and infected diskettes, and gain access to networks with infected systems, the virus spreads like a highly contagious disease. C4 systems users must report incidents (e.g., hackers and malicious logic) to their C4 computer security officer (CSO).

#### 18.2.1.7. **Fraud, Waste, and Abuse (FWA) of Computer Resources:**

18.2.1.7.1. FWA results from any intentional deception designed to unlawfully deprive the Air Force of something of value or to secure for an individual a benefit, privilege, allowance, or consideration to which he or she is not entitled. FWA can also result from the careless or needless expenditure of Air Force funds or resources, or the intentional, wrongful, or improper use of computer resources. All personnel that use or have access to computer resources must safeguard the resources and prevent FWA.

18.2.1.7.2. What is your role in the Air Force COMPUSEC program? You must recognize that the threats are real and ensure the proper COMPUSEC countermeasures are being used. Failure to reduce the vulnerabilities to the lowest possible level could result in the loss of life, critical weapon systems becoming inoperative or missing their targets, classified war plans being compromised, the loss of thousands of dollars in computer time and work hours, or the destruction of valuable information. Computer users must ensure the risks are reduced to the lowest level possible, and deviations from security practices and FWA violations are reported to their CSO, commander, or to the Air Force Office of Special Investigations (AFOSI).

#### 18.2.2. **Communications Security (COMSEC).** COM-

<b>Table 18.1. C4 Systems, Threats, Vulnerabilities, and Countermeasures.</b>			
<b>I T E M</b>	<b>A</b>	<b>B</b>	<b>C</b>
	<b>Threat</b>	<b>Vulnerability</b>	<b>Countermeasure</b>
<b>1</b>	Fraud, Waste, and Abuse	Lack of management support for and enforcement of security, ineffective security procedures and training, and awareness	Active education, training, and awareness program.
<b>2</b>	Malicious Logic (i.e., Virus, Trojan Horse, Worm, Trapdoor)	Lack of management support for and enforcement of security, ineffective security procedures and training, and awareness	Active education, training, and awareness program. More stringent security procedures and mandatory compliance. Antivirus software.
<b>3</b>	Surreptitious Entry Into Computer Facility	Inadequate security procedures and building design, ineffective risk management system, and external physical access control	Highly qualified computer security officer, guard force, perimeter fence, motion detection and alarm system, and controlled or restricted area.
<b>4</b>	Hacker, Unauthorized System Access	Inadequate software design, audit procedures, or computer systems access controls; lack of management support for security; untrained security personnel and computer operators; and ineffective security procedures, training and awareness	Effective passwords, data encryption, audit features, and highly qualified computer security officer.
<b>5</b>	Fire, Power Surge/Outage, Air Conditioning Problems, Storms, Flooding, Tornado, Hurricane	Ineffective or nonexistent backup files, lack of off-site storage facility, inadequate emergency or contingency plans, disorganized operating procedures, ineffective risk management system	Raise flooring, plastic sheeting, lightning arrestors, surge protection, UPS system, backup files, contingency plans, dry run of emergency plans, and operator training.

SEC is the discipline under C4 Systems Security which results from all measures taken to deny unauthorized persons national security information derived from telecommunications of the US Government (figure 18.1). COMSEC also ensures the authenticity of such telecommunications. Telecommunications refers to the preparation, transmission, or processing of information by electrical means. Protective measures under COMSEC include cryptosecurity, transmission security, emission security, and physical security of COMSEC material and information.

18.2.2.1. **Cryptosecurity.** Cryptosecurity is the security or protection which results from the proper use of technically sound cryptosystems. Everyone who uses cryptographic equipment, codes, ciphers, authentication systems, and similar materials is involved in cryptosecurity and must:

18.2.2.1.1. Adhere to the operating instructions and procedures, which accompany every cryptographic device or material, in the encryption of information.

18.2.2.1.2. Not mix codes or encrypted text with plain message text, unless specifically authorized.

18.2.2.1.3. Not discuss the encryption or decryption process outside a cryptographically secure area or over an unsecured telephone.

18.2.2.2. **Transmission Security (TRANSEC).** TRANSEC results from all measures designed to protect transmissions from interception and exploitation by means other than cryptanalysis (code-breaking). Everyone in the Air Force must practice TRANSEC because, as a minimum, we use the telephone in the performance of our duties. Some examples of TRANSEC measures include:



**Figure 18.1. Someone Is Always Listening.**

18.2.2.2.1. Using registered mail and secured communications to transmit classified or sensitive unclassified information.

18.2.2.2.2. Using cryptographically secured telephone, such as a STU-III, and facsimile equipment.

18.2.2.2.3. Correctly using authorized manual cryptosystems, call signs, or authenticators when using unsecured telephones or radios.

18.2.2.2.4. Never attempting to “talk around” classified subjects or using homemade codes or references to pass classified information by unsecured communications.

18.2.2.3. **Emission Security.** Emission security results from all measures taken to deny unauthorized persons information of value which might be derived from intercept and analysis of electrical signals. Intelligence-bearing signals that are unintentionally emitted from cryptographic equipment or telecommunications systems can be protected from exploitation using emission security techniques.

#### 18.2.2.4. **Physical Security:**

18.2.2.4.1. Physical security results from all physical measures necessary to safeguard classified equipment, material, and information from access or observation by unauthorized persons. Everyone in the Air Force who works with classified information must use physical security measures. Because COMSEC information is particularly sensitive, persons who require access to classified COMSEC information may also need Cryptographic Access. AFI 33-210, *Cryptographic Access* (formerly AFSSI 4000) contains guidelines for the Cryptographic Access Program (CAP) and identifies personnel requiring CAP for COMSEC material. Examples of COMSEC physical security measures are:

18.2.2.4.1.1. Properly securing cryptographic and other classified COMSEC materials through the use of armed guards and approved containers.

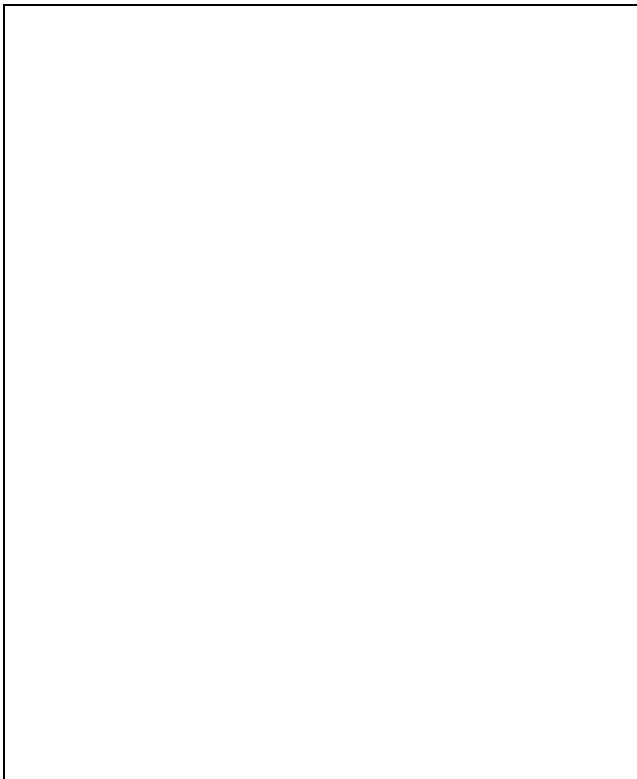
18.2.2.4.1.2. Ensuring only authorized persons have access to classified COMSEC material.

18.2.2.4.2. Why do we need COMSEC? The answer is simple. We know that every major nation in the world is trying to collect intelligence from other nations they oppose politically, economically, and militarily. Even unclassified information, when collected over time, from a variety of sources and locations, can reveal details concerning an opponent’s activities. These details can include operations, plans, programs, strengths, weaknesses, numbers, equipment, deployment, capabilities, and intentions. In the hands of trained analysts, virtually any information can be of intelligence value, either alone or when pieced together with other collected information.

#### 18.2.3. **Compromising Emanations (TEMPEST):**

18.2.3.1. TEMPEST refers to investigation, study, and control of compromising emanations from telecommunications and automated information systems equipment. Compromising emanations are unintentional signals that, if intercepted and analyzed, would disclose the information transmitted, received, handled, or otherwise processed by information-processing equipment.

18.2.3.2. Electrical and magnetic signals may be emitted unknowingly when computers, word processors, voice or record communications, or other electronic information processing systems are operated. The problem is these signals, although unintentional, are radiated like radio waves along different paths. They escape to free space through conduction along power cords, the electrical



**Figure 18.2. TEMPEST.**

distribution system, or coupling with nearby objects such as telephones, telephone lines, water pipes, or air ducts. These signals reveal the information being processed and are referred to as emanations (figure 18.2).

18.2.3.3. Two examples of compromising emanations are: radiated signals, like radio waves, which may pass through solid walls and can be conducted to the electrical distribution system and detected several miles from the source; and telephone signals that can be carried far beyond the effective control of responsible personnel.

18.2.3.4. Detection and exploitation of compromising emanations are passive and covert operations. Therefore, we must apply effective countermeasures to reduce these risks. Naturally, cost plays a significant part; the countermeasures selected should achieve the TEMPEST protection required as determined by a TEMPEST countermeasures assessment and verified by a certified TEMPEST technical authority (CTTA). Required TEMPEST countermeasures are those considered necessary by a CTTA.

18.2.3.5. Everyone is responsible for protecting classified information. AFSSI 7000, *Air Force TEMPEST Program* (projected to be AFI 33-203) sets policy and assigns responsibilities for TEMPEST. It applies to Air Force activities that:

18.2.3.5.1. Process classified information in electronic,

electrical, or electromechanical form.

18.2.3.5.2. Acquire facilities, systems, or equipment to process classified information in electronic, electrical, or electromechanical form.

18.2.3.6. TEMPEST violations must be reported to the CSO and the TEMPEST manager.

18.2.4. **Operations Security (OPSEC).** From the preceding sections on security, you discovered that classified information must be safeguarded by physical means and limited dissemination, and any discussion of this information must be limited to secure areas or communication channels. You also learned specific facts concerning security of communications systems used in the Air Force. Your awareness of these security fundamentals allows you to focus attention on security measures needed during emergencies and in certain peacetime operations.

18.2.4.1. **The OPSEC Program.** OPSEC is a broader based security program designed to prevent all types of sensitive information (often unclassified) from getting into the wrong hands. Such information can be extremely valuable to our adversaries because it can provide intelligence indicators of our daily operations and, more importantly, of our future plans and activities. AFD 10-11, *Operations Security*, and AFI 10-1101, *Operations Security (OPSEC) Instructions* establish the Air Force OPSEC Program by assigning responsibilities and providing guidance to MAJCOMs, DRUs, and field operating agencies.

18.2.4.2. **OPSEC Defined.** OPSEC is the process of denying adversaries information about our capabilities and intentions by identifying, controlling, and protecting indicators associated with the planning and conduct of military operations or exercises. The key to successful OPSEC is identifying indicators that are tipoffs of impending activities, such as stereotyped standard operating procedures or, in some cases, observable deviations from normal operations. For example, unusual changes in duty hours, large numbers of TDY personnel to or from a unit, or increased aircraft sorties launched in a given time period could be valuable clues to an adversary. Remember: Our adversaries don't necessarily need to know when or where we plan to conduct certain operations; however, they do need information concerning our capabilities and intentions so they can plan their war-fighting strategies.

18.2.4.3. **OPSEC Process:**

18.2.4.3.1. OPSEC is a continuous, systematic process involving security and common sense. It is used to analyze Air Force operations plans or programs to detect

<b>OPSEC</b>	<b>TRADITIONAL SECURITY DISCIPLINES</b>
<b>Operational effectiveness is the goal</b>	<b>Denial and protection are goals</b>
<b>Solves a dynamic problem</b>	<b>Guards an object or information</b>
<b>Sometimes accepts risk - can't protect all information</b>	<b>Risk is unacceptable - damages security</b>
<b>Threat must exist</b>	<b>Security is always needed</b>
<b>Time dimension involved</b>	<b>Continuous security required</b>
<b>Cost versus benefit analysis - CC decides</b>	<b>Solutions are in regulations</b>
<b>Broad view of entire operation is necessary (multidisciplinary)</b>	<b>Specialized area of concern is appropriate</b>

**Figure 18.3. Comparison Between OPSEC and Traditional Security Disciplines.**

any weakness which may be providing our adversaries insights into our mission. The most important steps in the process are:

18.2.4.3.1.1. Knowing your unit's mission.

18.2.4.3.1.2. Recognizing the adversary intelligence threat to your unit.

18.2.4.3.1.3. Being aware of your unit's critical information--essential elements of friendly information.

18.2.4.3.1.4. Identifying indicators which might disclose this information.

18.2.4.3.1.5. Developing protective measures to eliminate these indicators (thereby denying our adversaries the information they need to plan their operations against us).

18.2.4.3.2. Air Force members must be constantly alert for vulnerabilities in their units. Figure 18.3 illustrates the differences and similarities between OPSEC and traditional security disciplines.

### **18.3. Information, Personnel, and Industrial Security.**

This section outlines major elements and stresses the importance of the information, personnel, and industrial

security programs. The Air Force Information Security Program is a system of administrative policies and procedures designed to clear personnel and contractors and identify, control, and protect information from unauthorized disclosure. Overall responsibility for managing the information, personnel, and industrial security programs rests with the security police. However, unit commanders and staff agency chiefs appoint security managers to ensure these security programs are implemented in each unit. Security managers are highly visible people who are absolutely essential to the program's effectiveness. As a supervisor, you also have a very important responsibility. Since you and your workers may deal with classified information while performing daily duties, you must ensure everyone, including yourself, observes all security measures. These programs are described in greater detail below:

#### **18.3.1. Information Security:**

18.3.1.1. Precise classification guidance is a prerequisite for effective information security and helps ensure security resources are used to protect only that which truly warrants protection. A security classification guide is primarily concerned with identifying specific items or categories of information which require classification, stating which classification levels (for example, Top Secret, Secret, or Confidential) applies to the items or

categories of information) and stating downgrading and declassification instructions which establish a time period for protection of the information.

18.3.1.2. The decision to originally classify information is limited to designated Air Force officials. Each Air Force activity having primary responsibility for a system, program, plan, or project that involves classified information must issue a security classification guide before initial funding or implementation of the system, program, plan, or project. Information may be classified in one of two ways: originally or derivatively.

18.3.1.3. Original classification is an initial determination by an original classification authority who has been designated in writing that the information requires protection against unauthorized disclosure in the interest of national security. The original classification process includes the determination of the need to protect the information, what level of protection is required, and the duration of the classification.

18.3.1.4. Derivative classification is just as its name implies: classification derived from another source. It's the act of incorporating, paraphrasing, restating, or generating in new form information that is already classified and marking the newly developed material consistent with the security markings of the source of information. Classified documents must be marked with the following:

- The highest level of classification.
- The agency or office of origin. The identity of the original classification authority or source document, as appropriate.
- And, if it can be determined, a date or event for declassification or Originating Agency's Determination Required (OADR).

18.3.1.5. In addition, each portion (titles, paragraphs, etc.) of a classified document must be marked to show level of classification. Unclassified titles and paragraphs are so marked.

18.3.1.6. Challenges to classification must be submitted if you are the holder of classified information that you have substantial reason to believe has been classified improperly or unnecessarily. You must bring this situation to the attention of your security manager or the classifier of the information.

18.3.1.7. As a custodian of classified information, you have a personal and legal responsibility at all times to protect classified information, whether oral or written, within your knowledge, possession, or control. And you

are responsible for locking classified information in approved security containers or other equipment when it is not in use or under the direct supervision of authorized persons. Further, you must follow procedures which ensure unauthorized persons don't gain access to classified information. For example, classified material must not be discussed on a nonsecure telephone, nor read or discussed in public places.

18.3.1.8. When you remove classified documents from storage, they must be kept under constant surveillance and face down or covered when not in use. You must use the prescribed classified document cover sheets on all classified documents. Also, preliminary drafts, carbon sheets, plates, stencils, stenographic notes, worksheets, typewriter ribbons, working papers, floppy and hard disks, and other items containing information must be either destroyed immediately after they have served their purpose or be given the same classification and secure handling as the classified information they contain.

18.3.1.9. Classified information may be processed by approved automated information systems. Avoid routine reproduction of classified information because the copy is subject to the same controls as the original document. Information classified as Secret or higher will not be reproduced without authorization from an official who has been designated to grant such approval. Top Secret information must not be reproduced without the permission of the originator or higher authority.

18.3.1.10. Top Secret information is accounted for by a continuous chain of receipt. Secret information is controlled by means of the following requirements:

18.3.1.10.1. A means to ensure Secret material sent outside of an activity has been delivered to the intended recipient (a certificate of receipt or hand-to-hand transfer of the material satisfies this requirement).

18.3.1.10.2. A record of the distribution (normally, this is on the address line or an attached distribution list) of Secret documents. Additionally, Secret information originating in or received by the Air Force remains in the Air Force unless a record of its disposition is kept. Administrative procedures are used to protect Confidential information that is received, originated, transmitted, or stored by an Air Force activity.

18.3.1.11. You should always memorize security container combinations and computer passwords. Never write a combination down on anything that is not stored in an approved security container or other approved security equipment.

18.3.1.12. Classified information is not personal property and will not be removed from an Air Force

working area without specific authorization. Upon transfer or separation, you must return all classified information in your custody to your supervisor or unit security manager.

18.3.1.13. Destroy all classified information immediately by approved methods of destruction when the information is no longer required for operational purposes. Storing unnecessary classified information increases both cost and risk.

18.3.1.14. A system of security checks must be implemented to ensure all classified information is secure at the end of each duty day. You must make a thorough end-of-day security inspection of all classified information work areas and record this inspection on standard security forms. Part of this inspection includes, but is not limited to, a double-check of all vaults, security containers, and other approved security equipment to ensure they are locked.

18.3.1.15. A person may not have access to classified information unless the person has been determined to be trustworthy and access is essential to the accomplishment of lawful and authorized government purposes--the person must have the proper security clearance and a demonstrated need to know. The final responsibility for determining if a person's official duties require access to any element or item of classified information and if the person has been granted the appropriate security clearance rests upon the individual who has authorized possession, knowledge, or control of the information and not upon the prospective recipient.

18.3.1.16. You expose yourself to serious penalties if classified information is purposely or even negligently disclosed or compromised. Such penalties include, but are not limited to, a warning notice, reprimand, termination of access, suspension without pay (civilians), forfeiture of pay, removal, discharge, fine, or imprisonment. You must report any actual or suspected unauthorized disclosure or compromise of classified information to your unit security manager, supervisor, commander, AFOSI, or the Federal Bureau of Investigations. For additional information, see AFI 31401, *Managing the Information Security Programs* (formerly AFR 205-1).

18.3.2. **Personnel Security.** The Personnel Security Program involves determining the trustworthiness of individuals before they are granted access to classified information or are being assigned to sensitive duties. Once personnel security clearance eligibility has been favorably determined, the individual must continue to be determined trustworthy by complying with personnel security program requirements. Supervisory personnel are advised of their responsibility to continually observe their subordinates for conduct or conditions with respect to security clearance eligibility. Supervisory personnel will immediately report to the commander or staff agency chief when such conditions come to their attention. Personnel security clearances are documented within the Air Force on the Automated Security Clearance Approval System (ASCAS). The servicing security activity and unit security managers maintain an ASCAS roster of all personnel on the installation or assigned to the unit. Program specifics can be reviewed in AFI 31-501, *Personnel Security Program Management*.

18.3.3. **Industrial Security.** The Industrial Security Program pertains to the protection of classified defense information in the hands of government contractors doing business with the Government. Implementation and compliance with industrial security procedures are ensured by the installation security police on behalf of the installation commander. It also requires security police coordination during all phases of the contracting process where contractor access to classified information is necessary for completion of the contract work. This coordination process is essential for ensuring all industrial security requirements are properly reviewed and applied. If you have contractors in your work area or you are involved in monitoring contractors performing classified work, specific procedures will be available from the installation security police and your unit security manager (AFI 31-601, *Industrial Security Program Management* [formerly AFR 205-4]).

**18.4. Physical Security.** The Air Force Physical Security Program is designed to deter espionage and hostile activity against Air Force priority resources. Air Force priority resources include such assets as designated aircraft, missiles, base facilities, and all nuclear weapons. Because of their destructive power, political and military significance, and the grave consequences to national security of a theft, loss, or unauthorized destruction or detonation, nuclear weapons receive special protection under this program.

**18.4.1. Physical Security Deterrence.** Deterrence against hostile acts is achieved by conducting security operations which present hostile persons or groups with unacceptable risks and penalties if they attempt to breach the security system. While it is theoretically possible to devise infallible security for priority resources, such a security system would be impractical to implement and sustain. Operational requirements and the need to moderate manpower and material costs dictate prudence in achieving a balance between security and a necessary degree of risk. Therefore, physical security is designed to provide deterrence to meet the day-to-day threat and allow security planners the flexibility to escalate security measures when the threat increases.

**18.4.2. Security Priorities.** Security forces, facilities, and equipment are not available in sufficient amounts to provide all Air Force priority resources the same level of security support. The security priority system serves as a means for prioritizing resource needs and for allocating security force resources in varying amounts. Priority "A" is assigned to those resources having the most politico-military importance to the nation. Examples are nuclear weapons in storage, mated to a delivery system, or in transit; designated command, control, and communications facilities; and aircraft designated to transport the President of the United States. Priority "B" is assigned to nonnuclear alert forces; high value, limited number, or one-of-a-kind systems or facilities; and intelligence-gathering systems. Priority "C" is assigned to nonalert resources which can be generated to alert status.

**18.4.2.1. Priority "A".** Priority "A" resources must be provided a level of security which results in the greatest possible deterrence against espionage and hostile acts. Failing deterrence, the level of security must ensure interception and defeat of a hostile force before it is able to seize, damage, or destroy the resource.

**18.4.2.2. Priority "B".** Priority "B" resources must be provided a level of security which results in a significant degree of deterrence to espionage or hostile action directed against them. Failing deterrence, the level of security must provide a significant probability of intercepting and defeating a hostile force before it is able to damage or destroy the resource.

**18.4.2.3. Priority "C".** Priority "C" resources must be provided a level of security which results in a reasonable degree of deterrence to espionage or hostile acts directed against them. Failing deterrence, the level of security must provide the capability to intercept a hostile force and limit the damage done to the resource.

**18.4.3. Responsibilities.** All Air Force members, regardless of their positions, are responsible for security. Except for certain priority resources, owner and user organizations are normally responsible for security of weapon system resources during duty hours. In any case, you are the direct link to your subordinates and must ensure they are "security aware" while performing their duties. You must ensure their education includes the dangers implicit in failure to provide security in all Air Force operations.

**18.4.4. Crime Prevention.** The Air Force Crime Prevention Program is a cooperative effort between the security police and the military community to eliminate or minimize the opportunity and desire to engage in criminal activities. One way this program fights crime is to ensure every installation has an Operation Crime Stop Program. This program provides the military community living on the installation with a dedicated telephone line to report crimes. Another means to fight crime is through the Neighborhood Watch Program. The goal of this program is to increase awareness of crime and residential areas and to

encourage cooperation among neighbors in observing and reporting suspicious activities. Crime prevention is everyone's responsibility.

#### **18.5. Protection of the President and Others:**

18.5.1. As a result of a formal agreement between the DoD and US Secret Service, individuals affiliated with the Armed Services have a special obligation to report information to the Secret Service pertaining to the protection of the President of the United States. This obligation is specified in AFI 71-101, volume 2, *Criminal Investigations, Counterintelligence, and Protective Service Matters* (formerly AFR 12416).

18.5.2. Air Force members and civilian employees must notify their commanders or supervisors of information concerning the safety of anyone under the protection of the US Secret Service. This includes the President and Vice President, the President and Vice President-elect, all former Presidents and their wives or widows, or any foreign head of state who is visiting the United States.

18.5.3. The type of information to report to your commander, supervisor, or AFOSI includes:

18.5.3.1. Any statement that indicates an intention to physically harm a government official of any nationality; any plan to damage or disrupt normal activities of a foreign diplomatic mission (embassy, chancellery, or consulate) in the United States; or information which reveals a plot to cause a civil disturbance or terrorist act.

18.5.3.2. Identities of individuals who express a real or imagined grievance against the US Government. US Military members receiving a less than honorable discharge, civilian employees recently dismissed from Federal service, or individuals denied a security clearance might fall into this category. Further, you are obligated to report the identity of any individual within the DoD who, because of a strong anti-American sentiment, mental instability, or demonstrated violent or irrational behavior, poses a threat to anyone receiving Secret Service protection.

18.5.4. The point-of-contact between the Air Force and the Secret Service is the AFOSI. Consequently, any information of interest to the Secret Service that comes to the attention of Air Force commanders and supervisors must be furnished to the nearest AFOSI unit as soon as possible.

#### **18.6. Defensive Counterintelligence Briefing and Awareness Program:**

##### **18.6.1. Human Intelligence (HUMINT):**

18.6.1.1. There are many ways to defeat a nation. One is through an all-out war. Another is through the slow, methodical process of espionage and subversion. At the heart of espionage is human intelligence (HUMINT). HUMINT espionage is the professional use of people to collect information not normally available through legal or authorized channels. Some governments seek to increase their economic and technical standings in the world and use HUMINT to subjugate our ability to thwart a military attack on the United States, or on any ally whose well-being affects our ability to thrive as a progressive nation.

18.6.1.2. The US Air Force has proven that technical superiority in air supremacy can be the deciding factor in war. This means Air Force members are prime targets of foreign intelligence services of potentially hostile countries.

18.6.1.3. AFI 71-101, *Criminal Investigations, Counterintelligence, Protective Service Matters* (formerly AFR 53-24) outlines the Air Force effort to protect its people from being targets of the HUMINT efforts of foreign governments.

18.6.2. **The HUMINT Threat.** The HUMINT threat involves four areas:

18.6.2.1. **Espionage.** Espionage means using people in a clandestine relationship to obtain information not meant to be provided to that nation.

18.6.2.2. **Subversion.** Subversion is any action taken to lower the morale, loyalty, or discipline of military personnel or civilians who work for the military establishment.

18.6.2.3. **Sabotage.** Sabotage is any act committed by any person for the purpose of destroying or hindering the war-making capability of the United States.

18.6.2.4. **Terrorism.** Terrorism is the use of force or violence, or the threat to use force or violence, to accomplish political goals by instilling fear in people. It can include holding hostages that terrorists hope to trade for something they want.

18.6.3. **Nature of the Threat:**

18.6.3.1. *Changing of Times.* Changes in the political

environment of the world have certainly caused the United States to reexamine the threat of armed conflict with once traditional enemies. As times change, so does the alignment of countries' relationships to each other. If anything, the current reexamination has centered on other countries of the world and their perception of the United States. The goal of foreign intelligence agents who target Americans is to recruit people who can provide information that will damage the security of the United States. That damage may be economic, political, or military. Since the mission of the Air Force is to maintain air superiority, Air Force members who become tools of foreign agents can cause grave damage to US national security and the security of those countries that rely on the United States for their well-being.

18.6.3.2. ***Social Contact and Use of Time.*** Foreign agents use two basic premises in their HUMINT effort. The first is the use of social contact to gain access to the targeted Air Force member. Americans can be very friendly people, willing to help when a foreign person appears friendly and in need of assistance. The second premise is the use of time to cultivate the contact. Time is an entity Americans poorly understand when it comes to being an intelligence weakness. Long-term associations tend to dampen suspicions and, therefore, the subtleness of foreign agents to gradually use friendship to further intelligence collection is a powerful factor. The most important point to realize is that foreign agents will gain information using professional elicitation techniques.

18.6.3.3. ***Elicitation.*** Elicitation is the art of finding out information through questions that seem harmless. Professionally employed, the techniques can devastate the security of the target country. That is why every Air Force member must know how to recognize and report evidence of HUMINT elicitation--it is paramount to an effective security program.

18.6.3.4. ***Incident Reporting.*** Air Force members must directly report to their local AFOSI certain personal security matters they experience. In the absence of a local AFOSI, reporting may be directed to a local American security agency counterpart, such as the US Army Military Intelligence, Naval Investigative Service, or the local FBI representative. Timely reported details of certain matters could demonstrate that a foreign intelligence service is seeking a conspiratorial relationship with an American for the purpose of committing espionage. Any member, regardless of security clearance or duty assignment, must report directly to AFOSI if any of the activities below are experienced:

18.6.3.4.1. Military or government questions of a sensitive nature made by any person who does not have

an authorized need to know.

18.6.3.4.2. Offers by anyone to provide the United States with sensitive information from another country.

18.6.3.4.3. Knowledge of any plot to sabotage resources, acts of terrorism, or plan to subvert the morale of American or allied forces.

18.6.3.4.4. Personal contact with any members of certain designated countries. (The current list of designated countries is in AFI 71-101.)

18.6.3.5. ***Individual Responsibility:***

18.6.3.5.1. Incident reports must be protected from general knowledge; however, a commander has a need to know when a member or resource of his or her unit is involved in any matter which could affect the security of his or her mission. The sensitivity of this matter prevents security personnel from divulging their interests or actions regarding the matter.

18.6.3.5.2. Not reporting matters according to AFI 71101 can subject the member to disciplinary action under Article 92 of the UCMJ for military or adverse action under US Government civilian procedures. Serious violations of security can be referred to a military court-martial (for military members) or a US district attorney for prosecution in Federal court under US law for both military and civilian personnel.

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## Chapter 19

### SAFETY AND SURVIVAL

**19.1. Introduction.** Air Force noncommissioned officers (NCO) must possess general and technical knowledge and be job proficient. Knowing about your Air Force specialty alone is not enough to ensure you can perform all the duties required of an NCO. Therefore, the Air Force provides additional training in certain areas outside of your technical specialty. These areas include safety, first aid, disaster preparedness, and survival. In this chapter, we'll discuss these subjects and why they are an important part of the general knowledge every Air Force NCO must possess.

#### **19.2. Ground Safety:**

**19.2.1. Mishap Prevention Program.** When the Air Force was formed as a separate Military Service in 1947, one of its first goals was to minimize personnel loss and property damage due to mishaps. This challenge has become increasingly complex as new weapons systems are added to the Air Force inventory, bringing with them new safety problems to be solved. To meet this challenge, the Air Force looked at safety in a broad perspective and established the Mishap Prevention Program.

19.2.1.1. An Air Force mishap is an unplanned event that may cause damage to equipment or property, an occupational illness, or injury to Air Force and non-Air Force personnel as a result of an Air Force operation. The Mishap Prevention Program is designed to eliminate unsafe acts by people and unsafe mechanical or physical conditions. The Air Force makes managers directly responsible for safety, with the supervisor being the key.

19.2.2.3. Mishap records show that approximately 88 percent of all mishaps are due to the unsafe acts of people and 10 percent are due to unsafe conditions, which are not identified or corrected by people. In other words, 98

percent of all mishaps that occur in the Air Force are due to unsafe acts and conditions caused by human beings and are therefore preventable. The main goal of most preventive measures is to ensure Air Force personnel

19.2.1.2. How can mishap prevention affect defense readiness? In the past 10 years, the Air Force lost an average of 50 aircraft and experienced over 200 deaths each year. These mishaps cost an annual average of over \$6 million. These losses compare to losing an entire wing of aircraft and a squadron of personnel each year for the last 10 years. With force reduction and shrinking budgetary dollars, the Air Force cannot afford these losses of precious resources to mishaps.

#### **19.2.2. General Preventive Measures:**

19.2.2.1. The old adage "an ounce of prevention is worth a pound of cure" was never more appropriate than in the field of mishap prevention. The equipment we operate, the tools we use, and our Air Force work environment clearly has the potential to cause mishaps. Although the Air Force looks closely at potential risks during the facility construction or equipment engineering phase, the best designs can sometimes result in mishaps if the facility or equipment is improperly or carelessly used.

19.2.2.2. Air Force safety engineers review specifications and drawings to control and eliminate unsafe conditions. However, after an operation begins, it's generally the supervisor, in day-to-day contact with the workers, who can best spot human errors that are the cause of most mishaps.

percent of all mishaps that occur in the Air Force are due to unsafe acts and conditions caused by human beings and are therefore preventable. The main goal of most preventive measures is to ensure Air Force personnel

understand that mishaps can be controlled and that they play a vital role in the preventive effort. As a supervisor, training subordinates on safe work practices begins with you. And as with many other management practices, your subordinates will emulate your concern for safety. The base safety staff provides some formal safety training, but you must ensure your workers follow safety work practices and maintain safe conditions at all times.

19.2.2.4. When you train your people to complete a task properly, you are also training them to do it safely. Each person is responsible to use this knowledge to prevent mishaps. Training alone does not produce a safe workplace; workers must be motivated to comply with the safety procedures. The ability of the Air Force to carry out its mission directly relates to how safely you and your people work and conduct yourselves both on and off duty.

### 19.2.3. **Working Area:**

19.2.3.1. Each safety and health program has a single purpose--performance of work without mishap. As a supervisor, you are responsible for training, keeping your equipment and work area in good order, establishing work methods and job instructions, assigning people to jobs, and supervising people. Therefore, you are in the best position to find and correct unsafe work practices or safety deficiencies.

19.2.3.2. You should work to improve your workers' attitudes, knowledge, and skills. Since many mishaps are the result of carelessness or inadequate training, you should ensure your workers have learned and understand safe work habits and continue to practice them in all working conditions.

19.2.3.3. By Executive order, the Occupational Safety and Health Act (OSHA) requires Federal agencies to maintain an occupational safety and health program according to standards issued under the act. Additionally, the Department of Defense (DoD) has given further guidance for Air Force officials and given the authority to issue instructions that adapt OSHA standards or publish directives that include OSHA criteria. The Air Force program that implements all these requirements is the Air Force Occupational Safety and Health (AFOSH) Program.

19.2.3.4. The purpose of the AFOSH Program is to provide a safe and healthful workplace for all military and civilian personnel. It puts a great deal of emphasis on health protection and injury prevention. The program establishes standards for air quality, harmful substances, noise, and lighting, to list a few. These standards take precedence over all other Air Force safety and health guidance except special instructions specified within technical orders.

19.2.3.5. Supervisors use AFOSH and other applicable safety standards to perform work center operational and job safety analyses. They perform both types of analyses to discover the potential risk to their workers during a particular job or an entire operation. After the risks are identified, supervisors are empowered to eliminate or reduce those risks within their control. Those risks outside the supervisor's control are elevated up the chain of command. As a supervisor, you need to manage the risk facing your workers and their environment. Managing risk directly relates to how well we accomplish our mission, support our people, maintain our readiness, and control the cost of doing business.

19.2.3.6. After a work area is analyzed and workers trained, supervisors need to monitor the job environment for changes that could introduce hazards and result in injury or illness. The Air Force must furnish a safe and healthful place of employment by removing or mitigating identified hazards. Every supervisor should encourage all personnel to protect themselves and others when hazards are discovered and to use the chain of command to verbally report unsafe conditions or use the hazard report system (AF Form 457, **USAF Hazard Report**); see figures 19.1 and 19.2. Your responsibilities as a supervisor further include informing workers of work-related hazards, protective equipment needs, and their responsibilities in the safety program.

19.2.3.7. Supervision is a demanding, ongoing job. Regardless of the number of people that supervisors are responsible for, they must still continually train their subordinates and monitor their work habits to ensure safe work practices. In addition to hazard notification, supervisors must inform workers about the Air Force safety and health programs, their rights, and protection afforded them in these programs. Additionally, supervisors must ensure their workers understand the safety requirements of their jobs. For example, an airman may be injured while inflating an aircraft tire without a protective cage. The worker's failure to use the protective device may be the result of the supervisor's failure to insist that subordinates use protective equipment or the supervisor's failure to ensure subordinates know how to properly use protective equipment. The injury may also be the result of the worker taking shortcuts and the supervisor failure to

<b>USAF HAZARD REPORT</b>		HAZARD REPORT NO. ( Assigned by Safety Office)	
<b>I. HAZARD (To be completed by individual reporting hazard)</b>			
<b>TO:</b> CHIEF OF SAFETY (Organization and location) Appropriate (SE) Safety Office		<b>FROM:</b> (Optional - Name, Grade, and Organization) TSgt Hap Hazard	
TYPE - MODEL, SERIAL NUMBER, A.G.E./MATERIAL/FACILITIES/PROCEDURE OR HEALTH HAZARD INVOLVED Building 1000			
DESCRIPTION OF HAZARD (Date, Time, SUMMARY - Who, What, When, Where, How)  At the present time, the concrete walkway and steps leading to the entrance to building 860 is covered with a decorative, small pebble surface. This surface becomes very slick when it's wet. It's only a matter of time until someone is involved in a serious accident because of this hazard.			
RECOMMENDATIONS (Originator - Not Mandatory)  Remove decorative surface.			
DATE RECEIVED 4 Jul 95	REVIEWING PERSON (Typed or printed name, grade, and position or title) Jane A. Doe, GS-11 Safety Officer	SIGNATURE <i>Jane A. Doe</i>	DESIGNATED OPR CE
DATE FORWARDED 6 Jul 95			SUSPENSE DATE 19 Jul 95

**AF FORM 457, Sep 73**

**Figure 19.1. AF Form 457, USAF Hazard Report (Front).**

II. INVESTIGATION OF HAZARD		
SUMMARY OF INVESTIGATION		
Investigation revealed that a safety hazard does exist at the entrance to building 860.		
RECOMMENDATIONS <i>(Investigator)</i>		
Based on the investigation, it is recommended that immediate action be taken to remove the pebble surface and restore the walkway to its original condition.		
ACTION TAKEN		
Surface was restored to its original condition.		
DATE	TYPED OR PRINTED NAME AND GRADE OF ACTION OFFICER	SIGNATURE
24 Jul 95	JOHN D. DOE, GS-12	<i>John D. Doe</i>

**Figure 19.2. AF Form 457, USAF Hazard Report (Reverse).**

realize shortcuts had become the “norm.”

19.2.3.8. If a mishap should occur, it becomes the supervisor’s responsibility to help the mishap investigator determine the causes. Prompt reporting and investigation of mishaps helps the Air Force discover why mishaps occur and determine the best method to prevent recurrence.

19.2.3.9. Workers also have an obligation to their supervisors and coworkers. They must perform their jobs effectively without risking the safety and health of themselves and others. Workers must comply with job safety and health standards, report and seek resolution of suspected safety and health hazards, and report occupational injuries and illnesses to their supervisors. In summary, safety in the work area is a responsibility of supervisors and those they supervise.

#### 19.2.4. **Driving:**

19.2.4.1. Traffic mishaps are the single highest cause of Air Force accidental fatalities. For this reason, the Air Force has a very active traffic safety education program. This program doesn’t attempt to teach you how to drive; rather, it attempts to stimulate your thinking and increase your knowledge and awareness to help you become a safer driver.

19.2.4.2. Operating a car, truck, motorcycle, or bus requires skill and mental alertness. You must be a defensive driver, thinking ahead and preparing for others’ mistakes. Because of slower speeds and lighter traffic, on-base driving generally does not present the same hazards as off-base driving. However, drivers still make mistakes, and the potential for injury and property damage still exists. Listed below are some tips for avoiding mishaps:

19.2.4.2.1. Plan trips; allow plenty of time.

19.2.4.2.2. Take a break when you feel drowsy.

19.2.4.2.3. Do not drink alcohol or take drugs when you are going to drive.

19.2.4.2.4. Drive with your window open at least an inch to improve ventilation.

19.2.4.2.5. Use your air-conditioner so you do not get warm and drowsy.

19.2.4.2.6. Use safety belts and shoulder harnesses. All Air Force personnel are required to use safety belts and shoulder harnesses when they are riding in a motor vehicle regardless of location or duty status. Some newer model vehicles have separate lap and shoulder restraint

systems that often lull personnel into a false sense of security. While the shoulder restraint may be automatic, personnel must manually fasten the lap belt.

19.2.4.2.7. Keep your car in good mechanical order.

19.2.4.2.8. Observe the rules of the road. Do not drive too fast for the condition of the road; do not break the speed limit; and do not drive a car with defective equipment.

19.2.4.2.9. Be courteous and use common sense. Yield the right of way, use your turn signal, and do not tailgate the person in front of you.

19.2.4.2.10. Drive defensively.

19.2.4.3. Operation of two-wheeled motor vehicles (motorcycles) as a means of transportation and recreation is very popular. High gasoline prices, crowded streets, and limited parking spaces, among other factors, have led to a growing population of motorcycle, scooter, and low-powered moped riders. Unfortunately, motorcyclists account for about 25 percent of Air Force private motor vehicle deaths.

19.2.4.4. Many motorcyclists involved in accidents are either completely untrained in riding skills or were taught by friends. Each Air Force installation makes it possible for riders to attend motorcycle safety education classes as part of the overall safety program. Most bases also offer practical riding courses taught by experienced riders who have been trained as motorcycle safety instructors. All military personnel who operate motorcycles, scooters, or mopeds are required to attend training courses offered by the installation safety office or an approved commercial source. Supervisors can play a key role in reducing motorcycle accidents by identifying two-wheeled motor vehicle operators and referring them to the safety office for training.

19.2.4.5. Another critical point in motorcycle safety is rider protection.

Automobile drivers are protected by steel in a strong interior compartment and restrained by safety devices. Motorcyclists do not have the same protection. They are fully exposed to the weather and hazards of traffic. Therefore, the wearing of helmets and eye-protection devices is mandatory when operating a motorcycle, scooter, or moped on or off Air Force installations. Other protective equipment may be required by local base directives, State laws, or host-country laws.

19.2.4.6. The key lifesaving tip in cycling safety is to get and apply proper training techniques before you get into the traffic environment with other vehicles. Motorcycling on and off the road can be enjoyable if you

know what you are doing. Protective equipment is part of your survival kit. Do not ever doubt its value.

#### 19.2.5. Sports and Recreation:

19.2.5.1. Sports and recreational activities provide an opportunity for escape from the daily routine. Air Force people take part in numerous sports and recreational activities. By their nature, some sports have hazards that cannot be totally eliminated. Athletes should become familiar with the injury potential of the sports they play and learn how to avoid them. Injured players are of little use to their team, themselves, or the Air Force.

19.2.5.2. Each person who participates in sports or recreational activities must exercise good judgment. A complete, progressive warmup is essential before engaging in sports or vigorous recreational activities. Many injuries occur because people are either out of shape or have not warmed up properly. Injury prevention is basically the participant's responsibility. A good rule is to know and accept your own limitations. Do not undertake something you are not capable of doing. Peer pressure is often the cause of many sports injuries.

19.2.5.3. Each American Red Cross chapter offers special courses in swimming and water safety that can benefit anyone interested in water activities. If you want to participate in water activities, it is your responsibility to ensure you are ready to enjoy them safely.

19.2.5.4. The main danger in water sports is drowning. Drowning mishaps are not limited to nonswimmers or beginners. In fact, the majority of drownings involve experienced swimmers. Both swimmers and non-swimmers get themselves into hazardous situations from which there is no return because they overextend themselves and do not have the physical capability to recover. To prevent this needless loss of life, use good judgment. Know your limitations and the limitations of those with whom you swim. Swim only in approved locations when a lifeguard is on duty and always use the buddy system. Do not swim when overheated or fatigued. Most importantly, do not swim after consuming alcohol.

### 19.3. First Aid:

19.3.1. **Precautions.** Before we get into first-aid measures, there's one word of caution: When administering first aid, it's just as important to know what not to do as it is to know what to do. If you lack sufficient knowledge, training, and skills and try to treat an injury, you could potentially injure the victim, doing more harm than good.

19.3.2. **Lifesaving Steps.** In treating an injured person,

you should perform five basic lifesaving steps:

- **Step 1.** Establish an open airway.
- **Step 2.** Ensure breathing.
- **Step 3.** Stop bleeding.
- **Step 4.** Prevent or treat for shock.
- **Step 5.** Dress and bandage wounds and splint Step 5. fractures.

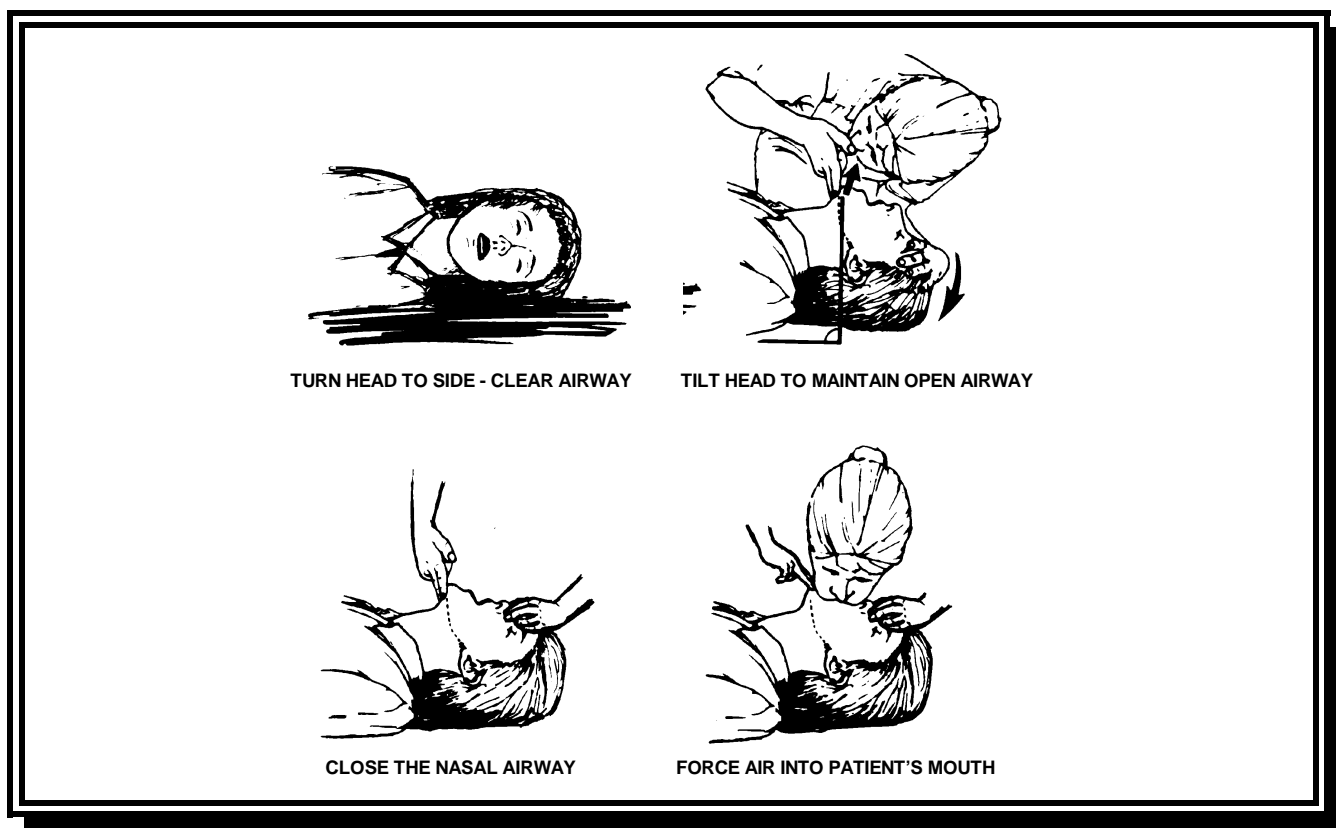
#### 19.3.2.1. *Lifesaving Steps 1 and 2, Establish an Open Airway and Ensure Breathing:*

19.3.2.1.1. These are the most vital of the lifesaving steps. Brain damage and death occur very quickly once breathing has stopped, so immediate rescue and treatment of victims without chest movement (breathing) is essential. Do not waste valuable time moving the individual to the ideal location, and do not wait for medical personnel to arrive on the scene. If the patient is breathing, but with great difficulty, look for injuries that might be causing this. For example: chest wounds are very dangerous, especially if the chest has been compressed by a heavy object such as debris or building support beams. In this case, do not force the injured person to lie flat if the individual is having trouble breathing. Allow the individual to find a position of breathing comfort, but be sure to continue to monitor the victim's breathing.

19.3.2.1.2. You may have learned that artificial respiration can be given by using the prone (lying face down) pressure method or the back pressure arm lift or the back pressure hip lift methods. Medical evidence now shows for rescue breathing the mouth-to-mouth resuscitation method (figure 19.3) as the only acceptable method. In this method, you place the victim in the supine (lying face up) position and breath into the mouth. It saves many more lives and is simpler to do. Do not waste time trying old methods. You have a life to save!

19.3.2.1.3. Your first concern in mouth-to-mouth resuscitation is to determine the state of consciousness and ensure the airway is clear. The airway of an unconscious victim is usually blocked to some degree. The main cause of airway obstruction is the tongue falling backward and blocking the airway. Other causes of blockage are false teeth, food, or liquids in the mouth or throat.

19.3.2.1.4. You should take the following steps to reestablish breathing. **Be careful to avoid moving the victim's neck in any of these steps, if there is ANY evidence of injury to the head or neck.**



**Figure 19.3. Mouth-to-Mouth Resuscitation.**

- **Step 1.** Place the victim in the supine position.
- **Step 2.** Place the individual's head in an upward position, lifting the jaw so the teeth are brought almost completely together (avoid completely closing the mouth) in the "sniffing position."
- **Step 3.** Close the injured person's nose by pinching the nostrils shut between your thumb and forefinger.
- **Step 4.** Blow air into the victim's lungs. Take a deep breath and cover the victim's open mouth with your open mouth, creating an airtight contact. Give two full breaths (1½ to 2 seconds per breath), to inflate the chest, which indicates air is in the lungs, then allow the chest to deflate before beginning again. You need to repeat the inflation of the lungs 10 to 12 times per minute, or once every 5 seconds. Continue breathing rhythmically, without interruption, until the person starts breathing or medical help arrives. While a smooth rhythm is desirable, split-second timing is not essential.

**NOTES:**

1. If the chest does not rise when you blow into the

victim's mouth, reassess the position of the victim's airway and blow again. If the chest still does not rise, the airway is probably still blocked. In this instance, take the following action:

2. Straddle the victim's thighs. Place the heel of one hand on the victim's abdomen in the midline, slightly above the navel. Place your second hand directly on top of your first and press into the abdomen, giving 6 to 10 quick upward thrusts. With the victim's face up, grab the tongue and lower jaw between the thumb and fingers. Pull the jaw open. If the victim is an adult, insert the index finger of the other hand deeply to the base of the tongue and hook to remove any foreign body which may be present.
- **Step 5.** Check for neck artery (carotid) pulse. After giving two full breaths, check the victim's pulse for a heartbeat. The carotid artery lies in a groove created by the windpipe and large strap muscles of the neck. As you kneel at the person's side, put one hand on the forehead (used to pinch the nostrils) to maintain head position, and use the other hand to check for the carotid pulse. Place your index and middle fingers gently on the victim's windpipe, then slide them toward you into the groove between the

windpipe and the muscle at the side of the neck. Press gently with your fingertips to feel the beat of the pulse on the side of the neck closest to you. **DO NOT USE YOUR THUMB** because you may feel your own pulse.

19.3.2.1.5. Adequate respiration is not enough if the heart is not circulating blood. Loss of heart action is indicated by the absence of pulse in the carotid artery, gradually enlarging pupils, loss of consciousness, bluish discoloration, and occasionally convulsions. If you're sure the heart has stopped, begin cardiac compression concurrently with mouth-to-mouth resuscitation. ***This technique requires actual hands-on training and shouldn't be attempted by the unskilled first-aid provider, since further injury to the victim could result.*** For instruction in administering cardiopulmonary resuscitation, contact the American Red Cross, American Heart Association, or medical treatment facility for information concerning courses available in your area.

19.3.2.2. ***Lifesaving Step 3, Stop Bleeding.*** Blood vessels transport blood through the circulatory system. The three types of vessels include: arteries, which carry blood away from the heart; veins, which carry blood to the heart; and capillaries, which connect arteries and veins. The circulatory system is a closed system; any break in the system will cause bleeding, either externally or internally.

#### 19.3.2.2.1. *External Bleeding:*

19.3.2.2.1.1. There are three different types of external bleeding: arterial, venous, and capillary.

- ***Arterial Bleeding.*** The most dangerous type, a large amount of bright red blood spurts with each contraction of the heart.
- ***Venous Bleeding.*** A heavy, steady flow of dark red blood.
- ***Capillary Bleeding.*** The blood oozes and flows very slowly.

19.3.2.2.1.2. How quickly a person loses blood is very important. An average adult can lose 1 pint of blood in 15 to 20 minutes without serious danger. However, if the victim loses larger amounts of blood or loses the blood too quickly, the body may not be able to adjust, and the victim could easily go into shock. Therefore, external bleeding should be stopped quickly.

19.3.2.2.1.3. To stop heavy bleeding, first try elevating the limb (if no fracture is suspected) and applying direct pressure as shown in figure 19.4. If direct pressure and

elevation do not stop the bleeding, add compression at the pressure points (figure 19.4).

19.3.2.2.1.4. As a last resort, apply a tourniquet (figure 19.4). Use a tourniquet only for severely life-threatening bleeding which you can't control by any other means. In using a tourniquet, you're possibly saving a life, but you may be sacrificing a limb. Applying a tourniquet crushes a considerable amount of tissue and causes permanent damage to nerves and blood vessels. This information is not intended to scare you away from using a tourniquet to stop bleeding; rather, it's to make you aware of what may, and most likely will, happen if you have to use this form of treatment because other methods fail to control the bleeding. However, keep in mind, experience has shown that the vast majority of cases of external bleeding can be stopped without a tourniquet.

#### 19.3.2.2.2. *Internal Bleeding:*

19.3.2.2.2.1. Internal bleeding isn't as readily visible as external bleeding. Some of the signs and symptoms to watch for are: (Keep these symptoms in mind, because they're the same for shock (lifesaving step 4) which we'll discuss next.)

- A fast but weak pulse.
- Cold, moist, and pale skin which may have a bluish tint to it.
- Dull eyes with enlarged pupils that are slow to react to light.
- Thirstiness, restlessness, and nausea of the victim.

19.3.2.2.2.2. What should you do if you suspect internal bleeding? This, again, depends upon where the injury is located. If you suspect internal bleeding within the chest, treat for shock only. Don't try to apply other first-aid measures, as further treatment of this injury is probably beyond your capabilities. If there's bleeding into the extremities, the area will be swollen and warm. Treat this type of internal bleeding by applying a splint and treating for shock.

#### 19.3.2.3. ***Lifesaving Step 4, Prevent or Treat for Shock:***

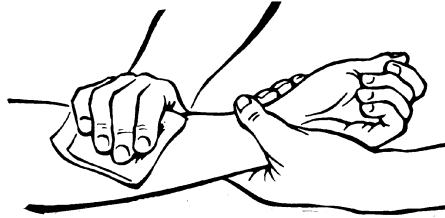
19.3.2.3.1. Shock results from collapse of the cardiovascular system (heart and vessels) which provide blood, oxygen, and food to body cells. This collapse causes the body to become greatly weakened; it can, and often does, result in death.

19.3.2.3.2. Before we discuss the treatment of shock, let's quickly review some of its signs and symptoms:

## STOP BLEEDING

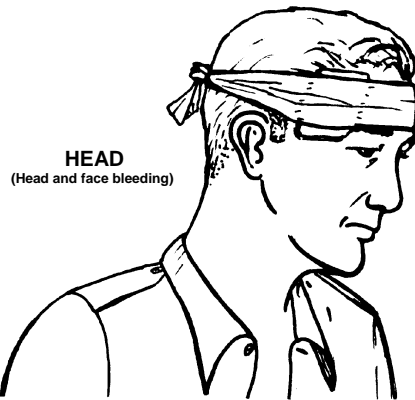
### TRY THIS FIRST

#### DIRECT PRESSURE



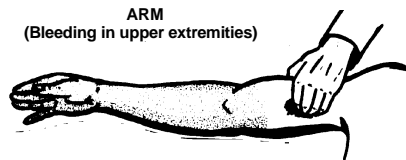
1. Preferably use a sterile dressing or other clean material. If you do not have anything available, use the heel or fingers of your hand.
2. Place the dressing over the wound and continue applying pressure as long as necessary. Do not remove the dressing once you've applied it. If it becomes blood soaked, add more dressing and pressure.
3. If no fracture is suspected, elevate the limb along with applying direct pressure.

### IF DIRECT PRESSURE DOESN'T WORK, THEN TRY:



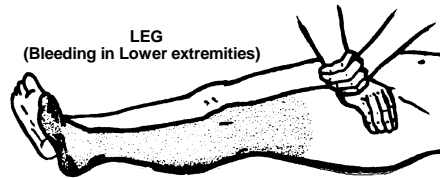
**HEAD**  
(Head and face bleeding)

#### COMPRESSION OF PRESSURE POINTS



**ARM**  
(Bleeding in upper extremities)

Compress inner half of the arm  
midway between elbow and armpit.

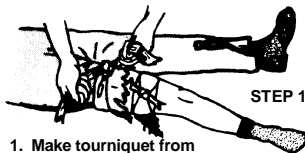


**LEG**  
(Bleeding in Lower extremities)

Compress femoral artery against pelvis  
with the heel of your hand.

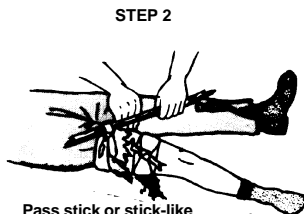
1. Apply sterile dressing and hold in place with bandage (avoid finger pressure in case of skull fracture).
2. Keep victim's head raised to help control bleeding.

### FINALLY, AND ONLY AS A LAST RESORT, TRY:



STEP 1

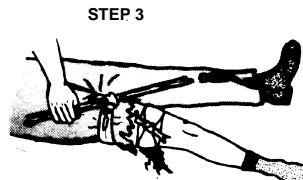
1. Make tourniquet from gauze, muslin bandage or clothing.
2. Tourniquet must be at least 2 inches wide.
3. Place tourniquet around limb between the wound & the heart, approx 2 to 4 inches above the injury--NEVER directly on the wound. Also, if possible, place it over a smooth sleeve or trouser leg to prevent pinching of skin.
4. After placing tourniquet around the limb, tie a knot.



STEP 2

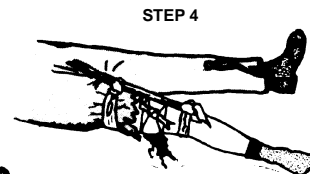
Pass stick or stick-like  
object under loop.

#### THE TOURNIQUET



STEP 3

1. Twist stick enough to tighten tourniquet to stop bleeding.
2. If you cannot feel a pulse, the tourniquet pressure is sufficient



STEP 4

1. Tie the stick in place.
2. Once tourniquet is in place, leave it there--DO NOT loosen or disturb it.
3. Leave the tourniquet exposed and mark a "T" on the victim's forehead & indicate the time the tourniquet was applied.

Figure 19.4. Stop Bleeding.

- The victim will be restless and anxious, with a weak but fast pulse.
- The victim's skin will be cold, moist, and pale and may be bluish.
- The victim's respiration will be shallow, labored, and rapid.
- The victim's eyes will appear dull, with enlarged pupils that are slow to react to light.
- The victim will often become thirsty and nauseated, then will vomit.

19.3.2.3.3. These signs or symptoms of shock may occur immediately or take several hours, depending upon the severity of the injury. Begin treating for shock at the same time you attempt to stop the bleeding, regardless of whether or not the symptoms are present. Your efforts will have a greater chance of being effective if you treat for shock before the victim has a chance to go into it.

19.3.2.3.4. The first-aid treatment for shock is relatively simple. Ensure the victim can breathe as comfortably as possible. Have the victim lie down, and loosen the clothing. To prevent the victim from losing body heat, place covers both over and under the person. If there isn't a head injury, fracture of the lower extremities, or breathing difficulty, elevate the victim's legs 6 to 8 inches. Splint any fractures, as this will decrease the chances of the victim going into shock from severe pain or increased bleeding caused by sharp bone edges. (A splint is a rigid object, strapped or tied to an injured limb to keep it from moving.) Don't give the victim anything to eat or drink. If the victim is unconscious or you have to leave to get help, place the person on his or her side to avoid asphyxiation (airway blockage) caused by vomiting. Remember, if there is an injury to the head or neck, suspect a neck fracture and avoid moving the neck.

19.3.2.4. **Lifesaving Step 5, Dressing, Bandaging, and Splinting.** Wounds are injuries to the body involving lacerations of the tissue; examples range from razor cuts to bullet holes. As mentioned earlier in this section, you must stop any bleeding. Once bleeding is under control, you need to dress and bandage the wound to protect the victim from further injury.

19.3.2.4.1. **Dressing.** A dressing is a clean, preferably sterile, material which directly covers the wound. Be sure the material you use as a dressing doesn't have any loose fibers that might get into the wound. Items you can use as dressings are clean handkerchiefs, undershirts, or outer shirts. Remember, whatever you use to stop the

bleeding must remain in place. If more dressing is necessary, you must place it on top of the original dressing. Do not remove the original dressing--not even to take a look. If you attempt to remove the original dressing, it may disturb the clotting of the blood and cause the wound to start bleeding again.

19.3.2.4.2. **Bandaging.** A bandage holds the dressing in place, closes off the edges from dirt, and creates pressure to control further bleeding. You can make a bandage from anything wide enough to tie around the injured area. When applying the bandage, ensure it's tight enough to hold the dressing in place, but not so tight that it interferes with circulation. Take the following steps to dress any wound:

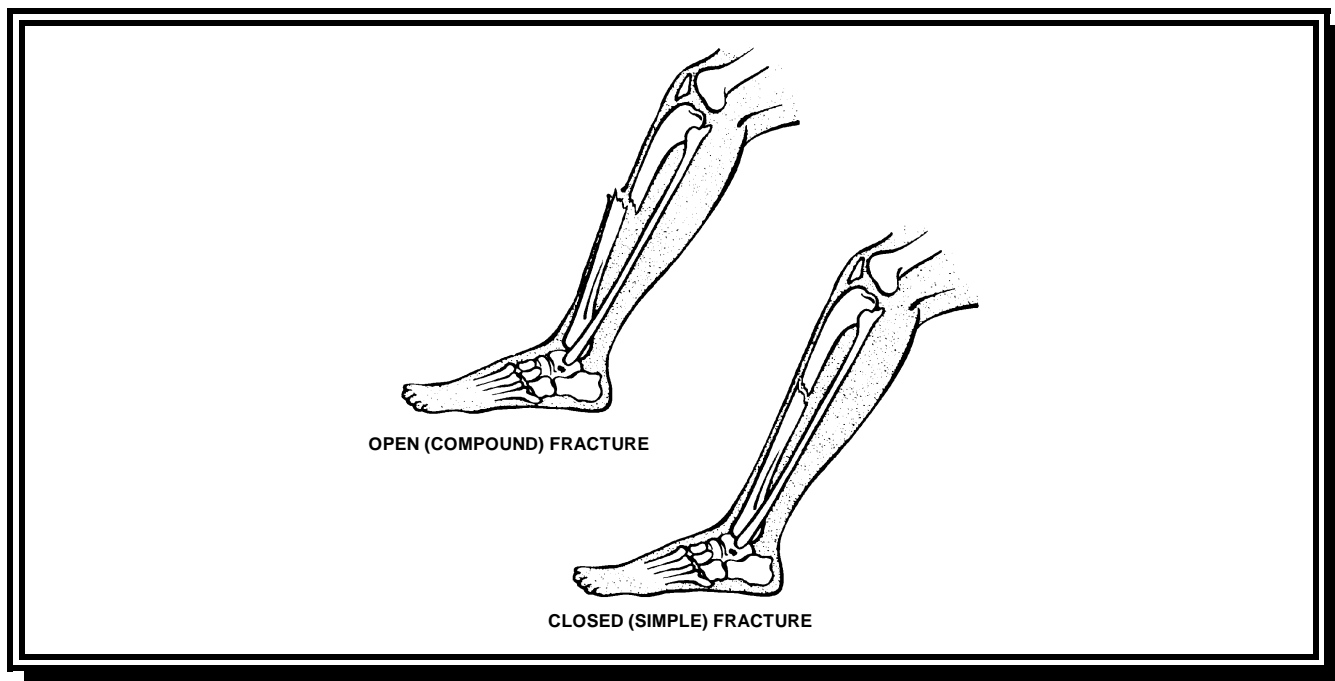
- **Step 1.** Cut or tear clothing away from the wound.
- **Step 2.** Place dressing over the wound.
- **Step 3.** Apply enough pressure to stop the bleeding (use compression of pressure points or, as a last resort, a tourniquet if necessary).
- **Step 4.** Apply additional dressings if necessary.
- **Step 5.** Secure the dressing with a bandage.

19.3.2.4.3. **Fractures and Splinting.** When we say a bone is fractured, we simply mean it's broken. The two main types of fractures are open (compound) and closed (simple).

- **Open Fracture.** An open fracture may be obvious because you may see the ends of the bone sticking through the skin (figure 19.5).
- **Closed Fracture.** A closed fracture is more difficult to detect because you can't see the broken bone (figure 19.5).

19.3.2.4.3.1. Although fractures aren't always evident, you should suspect one if the victim experiences tenderness over the injury and pain upon movement or can't move the affected limb at all. Other indications include an unnatural shape of the affected part, swelling, warmth, or a change in skin color around the injured area.

19.3.2.4.3.2. If you suspect someone has suffered a fracture, handle the injured person very gently and carefully. Rough or careless handling may cause excessive pain and increase the chances of shock. Also, rough handling could cause the ends of a fractured bone to cut through muscles, blood vessels, nerves, or skin. It's best not to move the victim, unless absolutely necessary, until the fracture has been splinted. Proper



**Figure 19.5. Open and Closed Fractures.**

splinting will relieve pain and help to prevent further injury to the victim.

19.3.2.4.3.3. Before starting to splint a fracture, don't move the victim or attempt to straighten any bent parts of the body. Splint the fracture where the victim is lying. If the victim has an open fracture, the chances of infection are increased; therefore, before splinting an open fracture, apply a dressing and bandage to the wound. Never, under any circumstances, try to push the bone back into the wound. This will cause severe pain to the victim, which might result in shock.

19.3.2.4.3.4. Next, you'll need to put some type of padding around the injured area to ensure the splint doesn't rub directly against it. You probably won't have manufactured padding, so you'll have to use whatever is available. Items such as jackets, clothing, or blankets should work quite well.

19.3.2.4.3.5. Once the padding is in place, you're ready to apply the splint. The splint should be long enough to ensure immobility of the joints above and below the fracture. Items you might consider using to make a splint are boards, poles, sticks, cardboard, tree limbs, unloaded rifles, rolled newspapers, or magazines.

19.3.2.4.3.6. Finally, you must keep the splint in place by tying it with something. You can use belts, rifle slings, handkerchiefs, or strips of clothing to do this. You'll need to tie the splint securely in place at several

points, both above and below the fracture.

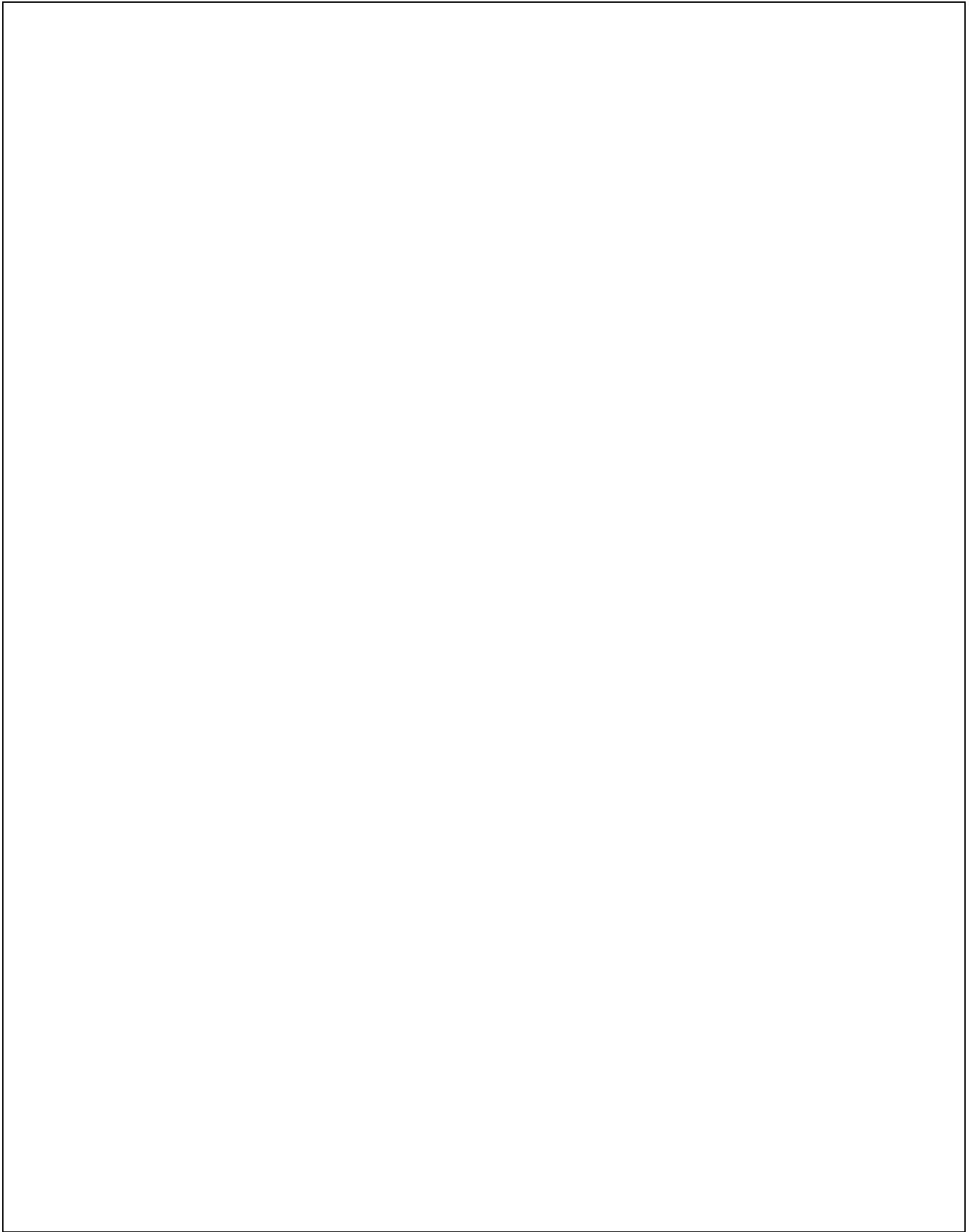
19.3.2.4.4. *Arm and Leg Fractures.* Most fractures you'll encounter will be of the arms and legs. Figures 19.6 and 19.7 illustrate specific splinting and immobilization procedures for limbs.

19.3.2.4.5. *Neck and Spinal Fractures.* As we said earlier, ends of broken bones can damage nerves. This is particularly true of fractures in the neck and spinal area. Any damage to the nerves in these areas can result in partial or total body paralysis, or even death. If you suspect a fracture in either of these areas, do not move the victim. Instead, immobilize the neck or back in the position found and arrange for transportation to a hospital as soon as possible.

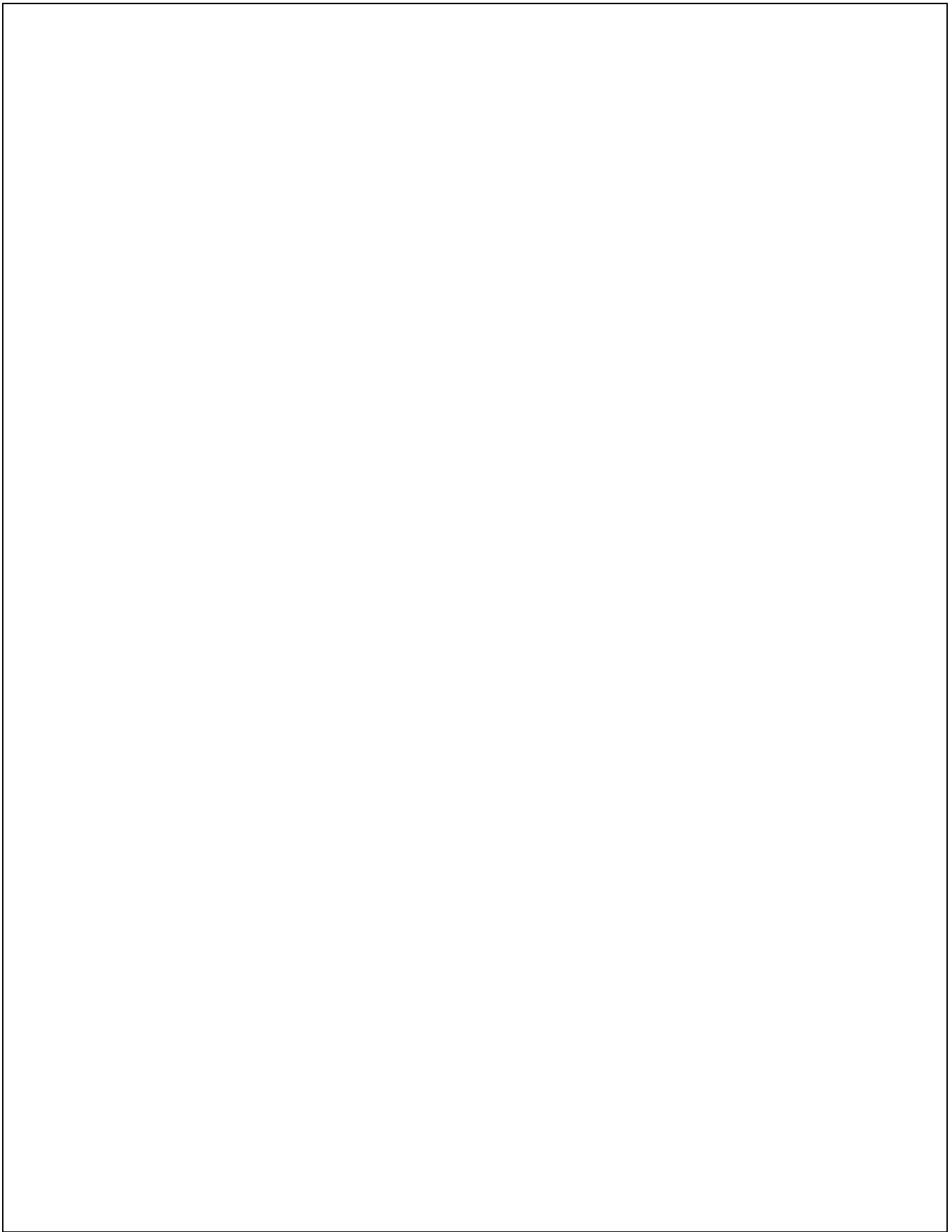
19.3.2.5. *Emergency Treatment for Some Specific Wounds.* During wartime, you may see head, chest, abdomen, and extremity (arm or leg) wounds. Let's take a few moments and look at the first-aid measures for each of these. Imagine you're on a battlefield, possibly in a contaminated environment, and the only source of water is your canteen.

19.3.2.5.1. *Chest Wounds:*

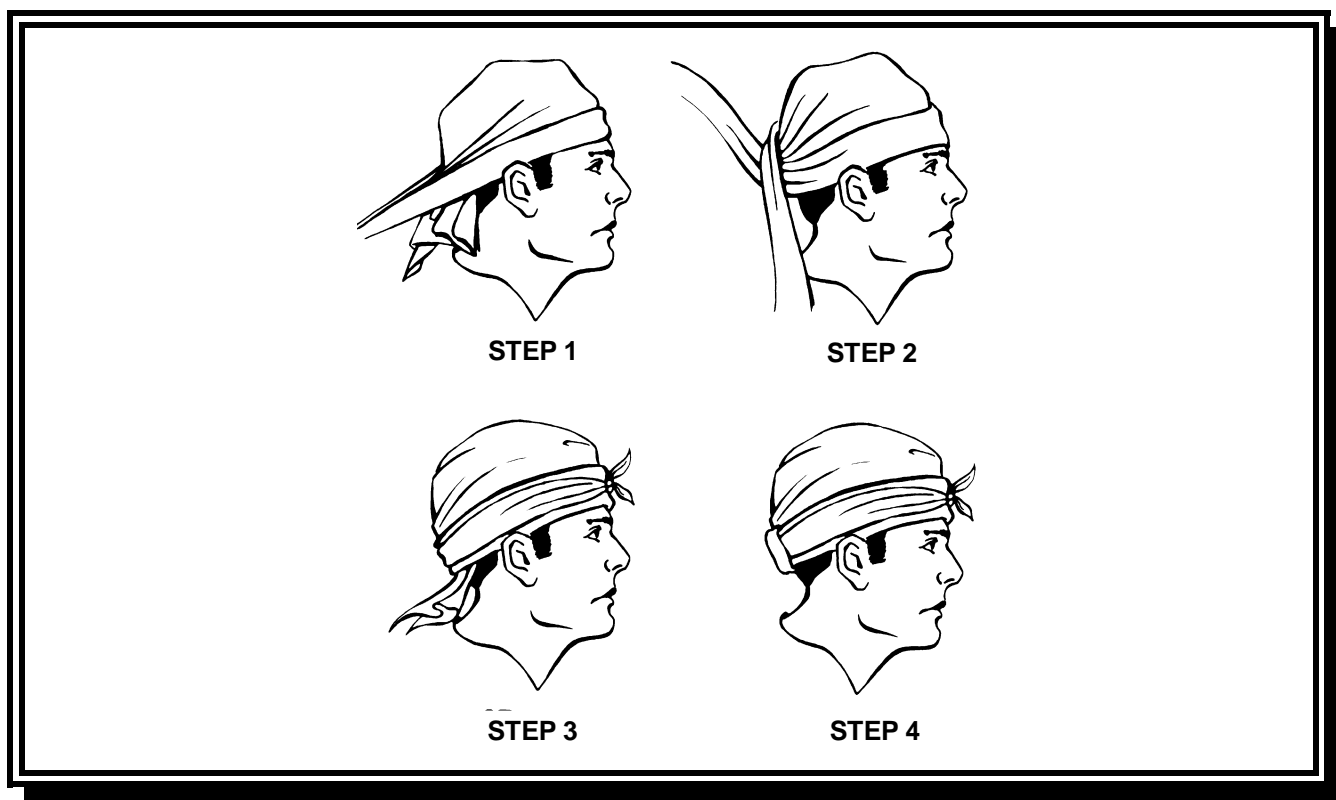
19.3.2.5.1.1. Chest wounds are extremely dangerous because of the lungs, which are contained in a vacuum. The air going in through the hole in the chest squeezes the lung on the affected side, causing it to collapse.



**Figure 19.6. Splints, Slings, and Swaths.**



**Figure 19.7. Splinting Leg Fractures.**



**Figure 19.8. Bandaging a Head Wound.**

Normal breathing becomes impossible because air is being sucked into and blown out of the hole in the chest.

19.3.2.5.1.2. To treat a chest wound, make it airtight by having the victim exhale as forcibly as possible and applying a dressing large enough to cover the wound and keep air out. Secure the dressing with a bandage, which can be made from a belt or strips of torn clothing. Encourage the victim to lie on the injured side, if a neck injury isn't suspected. This allows the lung on the uninjured side to receive more air. However, do not force the victim to lie on his or her injured side. Allow the victim to reach a position of breathing comfort. Treat the patient for shock.

19.3.2.5.2. *Abdominal Wounds.* An abdominal wound may be so severe internal organs protrude through it. If this is the case, don't push the organs back into the abdomen. Doing this may cause the victim to develop a severe infection. If you must move an exposed organ to adequately cover the wound, then do so, but don't push it back inside. Dress the area with a clean, preferably sterile, material. Next, tie it with a bandage and treat the patient for shock. Don't give the victim anything to eat or drink.

19.3.2.5.3. *Head Wounds:*

19.3.2.5.3.1. The head and neck contain so many blood vessels that even a small cut can cause a lot of bleeding. Fractures of the skull, brain injury, and injury to the blood vessels leading to the brain often accompany a head wound. To treat a head wound, apply a dressing to it and tie it with a bandage, as indicated in figure 19.8.

19.3.2.5.3.2. After applying the dressing and bandage, have the victim lie flat with the head elevated until the victim is moved to a medical facility. If the victim is unconscious or you have to go for help, the victim may go into shock, so place the victim on his or her side to avoid asphyxiation caused by vomiting. **Remember, if there is an injury to the head or neck, suspect a neck fracture and avoid moving the neck.** Elevate the head and treat for shock, but don't elevate the legs. Then transport the victim to a hospital as soon as possible.

19.3.2.5.4. *Wounds of the Extremities:*

19.3.2.5.4.1. These wounds are very common because arms and legs are normally more vulnerable than other parts of the body. They range from scrapes on knees or elbows to broken bones sticking through the skin. You should treat a wound of the extremities in the same way as any other wound--stop the bleeding and apply a dressing and bandage.

19.3.2.5.4.2. The decision to send the victim to a medical treatment facility depends upon the extent of the injury and condition of the victim. If the wound is small and not bleeding and the victim has minimal pain, treatment can often be delayed. As the care giver, you will have to make the decision.

19.3.2.5.4.3. You may have noticed in the instructions for treating these injuries, nothing has been mentioned about washing out wounds. Remember, you're on the battlefield, possibly in a contaminated environment, and the only source of water is your canteen. Don't waste it trying to wash out a wound because you'll need more than your canteen holds.

### 19.3.3. Transporting the Victim:

19.3.3.1. Now that you've performed the basic lifesaving steps, you're ready to transport the victim to either the casualty collection point or hospital. Two of the most effective one-man carries are the fireman's carry and saddle-back carry (figure 19.9). You can use the fireman's carry for either conscious or unconscious victims, but you can only use the saddle-back carry when the victim is conscious. (**NOTE:** DO NOT use these carries for victims with neck or back injuries.)

19.3.3.2. While you're caring for a victim, always tell the person what you're doing before you do it. Explaining your actions helps to reduce the individual's anxiety; therefore, even if the person appears unconscious, continue to do so.

19.3.3.3. As you can see from this brief look at first aid, you, as the care provider, have a great responsibility to yourself and to the victim. You must provide the correct lifesaving steps so both of you arrive at the hospital alive. The only way to help ensure this is to practice the techniques we just discussed.

## 19.4. Personal Survival:

19.4.1. **Teaching Survivability.** The Air Force teaches survival principles to all of its aircrew members to ensure their survivability and safe return should conflict or unforeseen circumstances force them to leave their aircraft. Although we are not all flyers, all Air Force members live their daily lives moving in and out of potentially dangerous situations. The same principles that help protect our aircrews can be used by any member who unexpectedly finds himself or herself in a potentially life-threatening situation or environment.

19.4.2. **Principles of Survival.** There are no specific techniques that absolutely always apply--it depends on the situation. However, here are three principles that can be applied consistently to virtually any situation. The

first is universal and well-documented: survivability depends mostly on common sense and a refusal to give up or panic. This refusal to give up or panic is known as the will to survive. The second is recognizing and not underestimating the danger. The final principle is to assess and respond to your specific situation in a controlled and organized way. The first two principles above are self-explanatory. We can better understand the third by looking at it in a checklist form below.

### 19.4.3. Checklist:

#### 19.4.3.1. *Assess the situation for possible dangers and threats. For example:*

- What is the most critical? (Example: In first aid, an obstructed airway is more critical than a bleeding wound and should be corrected first.)
- What are the subsequent dangers and their priorities? (Example: You can live for weeks without food, but only a few days without water.)

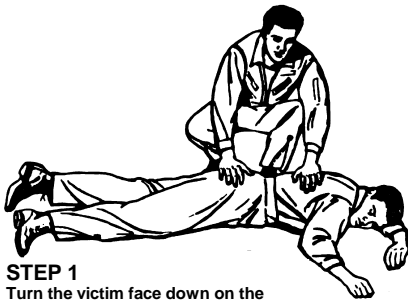
19.4.3.2. *Identify your resources.* Make a comprehensive list.

19.4.3.3. *Apply the resources to the situation.* Use the resources to ensure immediate safety or possibly to resolve the overall situation. Then adjust the checklist as necessary. This checklist may seem oversimplified or obvious, but it comes clearly into perspective when it is used with a specific example. Here is a situation which will allow you to use the same sequence of steps to solve a hypothetical emergency. It is presented to help you think through the general principles of survival. Obviously, the best survival technique is to anticipate and avoid situations like the one described below. The second best technique is to always have the right equipment and provisions to deal with an emergency situation. But what if you are not totally prepared? This scenario will help you think things through.

Scenario: You are driving alone, at night, on unfamiliar roads in an isolated area. It is snowing heavily, and the temperature is below freezing. You are wearing light clothes, shoes, and a lightweight jacket. You are still 20 miles from your destination. Suddenly, a deer jumps in front of your car. Unable to stop, you hit the deer and slide toward the ditch. When your car comes to rest, it's upright at the bottom of a 6-foot embankment. You are uninjured. Following the sequence of steps in the checklist:

19.4.3.3.1. Here's the situation. You realize, in the scenario, that it is 20 degrees and there is heavy snow and no traffic. You are wearing light clothes. It is too

## FIREMAN'S CARRY



**STEP 1**  
Turn the victim face down on the ground and support his or her head on his or her arm.



**STEP 2**  
Place your hands on the victim's shoulders.



**STEP 3**  
Straddle the victim and, placing your hands under his or her armpits, lift the victim to a standing position.



**STEP 4**  
Support the victim by putting your arm around the victim's waist, and then step to the front of the victim.



**STEP 5**  
Grasp the victim's right hand with your hand. Bend at the waist, pulling the victim's right arm around the back of your neck so that the victim's body comes across your back.



**STEP 6**  
Now grasp his or her legs at the knee with your right arm. Lift the victim off the ground as you straighten up. Hold the victim's knees with your right hand.



**STEP 7**  
Then grasp the victim's right hand leaving your left hand free. This is the position of carry. You can carry the person for quite a distance in this manner.

## SADDLE-BACK CARRY

In this carry, your buddy must be conscious because your buddy must help by holding onto you.

**STEP 1:**  
Have the victim get on your back the easiest way possible.

**STEP 2:**  
Once the victim is in place, clasp your hands under the victim's thighs and raise to position that is most comfortable for you.

**STEP 3:**  
This is the position of carry. You can also go quite some distance with this carry.



Figure 19.9. Body Carries.

far to walk safely. Dangers include: cold or hypothermia (especially if wet), carbon monoxide if engine is running, suffocation if windows are kept closed, and dehydration without water. 19.4.3.3.2. Available resources are: a car, snow, one-half tank of gas, one unbroken headlight, seat covers, floormats, tools, shovel, a spare tire, and a horn.

19.4.3.3.3. Use resources to ensure immediate safety: Keep your clothes as dry as possible; use the floormats and seat covers to keep warm; run the car engine periodically to use heater, but keep the exhaust clear of snow; and keep the window cracked open for fresh air.

19.4.3.3.4. Resolve the situation: Flash the headlights periodically or when appropriate to signal for help (conserve battery); use the horn if appropriate; melt snow for water if needed; and wait for morning, more traffic, or the snow to stop.

19.4.3.3.5. Adjust as necessary. If there is a sudden increase in traffic, you may want to get onto the road to signal a passing car. You might also try to attract attention by use of signals, such as your mirror, a distress sign on a nearby tree, or even a small signal fire. However, you must weigh the probability of getting help against the dangers of getting wet or being run over.

19.4.4. **Summary.** Although the possible scenarios and variables are endless, the above checklist can be applied to any situation. What is MOST important is having a positive, organized approach to helping yourself. Remember, your most valuable assets are your own self-control and a clear head.

## 19.5. Disaster Preparedness Program:

19.5.1. **Introduction.** The mission of the Air Force Disaster Preparedness Program is to minimize the loss of operational capability caused by enemy attacks, major accidents, or natural disasters. The installation commander is responsible for the installation disaster preparedness program, but the program can work only through the efforts of everyone assigned to the base. Disaster preparedness includes training, equipping, planning, and responding to disaster situations.

19.5.2. **Training.** Disaster preparedness training is an integral part of the Air Force Disaster Preparedness Program. It provides the required knowledge and skills needed for effective disaster preparedness planning, operations, and recovery. This base-level training helps develop knowledge and proficiency needed by members of the disaster response force (DRF) to conduct disaster operations. It also provides the base populace with the

knowledge and skills needed to survive and operate during disasters. Training includes briefings on the local threat, to include applicable disasters and protective actions, natural disasters, types of attacks, and major accidents likely to occur on or near your installation according to the threat level and assigned weapons system. Training also includes classes for people assigned to perform specialized disaster preparedness functions. You'll also see disaster preparedness information on a recurring basis through the installation media such as the installation paper, flyers, bulletins, and Armed Forces Radio and Television (where available). You may receive training from the disaster preparedness members of the readiness flight on many subjects ranging from surviving nuclear, biological, and chemical attacks to reacting to natural disasters.

19.5.3. **Responsibilities.** Every person in the Air Force has certain disaster preparedness responsibilities. Unit commanders and staff agency chiefs are responsible for ensuring people have the equipment and training required to perform mission-critical tasks in a nuclear, biological, chemical, and conventional (NBCC) environment. They also schedule assigned people for training and ensure they attend. Unit commanders are also responsible for funding, ordering, maintaining, and storing their unit disaster preparedness material. Supervisors have the responsibility to ensure they have the information necessary to brief their people on protective measures to take in the event of a disaster.

19.5.4. **Preparation.** A disaster can occur any time or place and in many different forms. Disaster preparation includes preparing the equipment and learning the skills needed to prepare for, and cope with, the effects of natural or man-made disasters. The Federal Emergency Management Agency (FEMA) provides free independent study and resident training on emergency information. Contact FEMA for more information. A basic understanding of common peacetime and wartime threats, combined with the knowledge of proper individual protective actions, will increase your chances for survival in most disaster-threat situations.

19.5.5. **Enemy Attacks.** It is your responsibility to know what to do in the event of an enemy attack. Be certain you and your family are fully aware of alert signals and the emergency actions you need to take. Learn about chemical warfare and how to use the protective equipment issued to you. It could make the difference between life and death.

19.5.5.1. **Alerting System.** The Air Force has developed alerting systems to warn you of danger. You must be familiar with the alerting systems that apply to you. Figure 19.10 illustrates the alerting system used in areas subject to NBCC attack.



#### 19.5.5.2.1.3. *Nuclear Radiation and Fallout Injuries:*

19.5.5.2.1.3.1. Fallout from the explosion causes most of the nuclear radiation casualties. When the detonation of a nuclear weapon occurs near the surface of the Earth, the explosion draws up surface materials, such as soil and debris, into the radioactive (mushroom) cloud. Some of the materials vaporize, and others melt. The radioactive elements mix with the soil and debris, which return to the earth as fallout.

19.5.5.2.1.3.2. The rates at which fallout particles return to earth and the distances they're carried aloft depend on many factors. One factor is the size of the particles. Larger particles will fall to the Earth first; fallout particles of visible size that descend within 24 hours after the burst are called "early" or "local" fallout. Smaller, practically invisible, particles that descend very slowly over large areas of the Earth's surface are called "delayed" or "worldwide" fallout.

19.5.5.2.1.3.3. The type of nuclear radiation and length of time an individual is exposed determine the degree of injury. Alpha particles are harmful only when inside the body. However, fallout consists primarily of Gamma radiation and beta particles. Gamma radiation and beta particles are the most harmful types of radiation associated with a nuclear detonation. Gamma radiation is present during the nuclear burst and is the major hazard from radioactive fallout. Gamma radiation is pure energy, and like an X-ray, can penetrate everything to some extent. It can seriously damage or destroy cell tissue. On the other hand, beta particles do not easily penetrate surfaces but are harmful if ingested or if they contact your skin. Remove dust and debris from your skin since beta particles can cause severe burns (called beta burns) over a short period of time.

19.5.5.2.1.3.4. Radiation sickness can result from a single exposure to high energy radiation, from exposure to high levels of fallout, or from repeated exposures to both. Remember, radiation sickness is not contagious. It is caused by radiation destroying cells within the body at a tremendous rate. Radiation sickness is characterized by symptoms of nausea, vomiting, and general weakness. High levels of radiation produce severe loss of body fluids, internal hemorrhaging, and diarrhea. Increased fluid intake may be necessary. Most people with radiation sickness will require medical treatment. Since medical treatment may be extremely limited, rest and relaxation may be the only treatment until medical assistance becomes available.

19.5.5.2.1.3.5. A radiation overdose can occur through careless acts, such as staying out in the open instead of seeking shelter. You can also receive a lethal dose from fallout that settles on your clothing or body. Therefore,

unless you are performing essential duties outside, get into your shelter and stay there.

#### 19.5.5.2.2. *Protective Measures:*

19.5.5.2.2.1. The best protection against the effects of a nuclear detonation is time, distance, and shielding. "Time" means the less time spent in a high radiation area the less chance the person has of suffering ill effects. Radiation has a cumulative effect; the longer the exposure, the greater the risk. "Distance" means the farther a person is from the radioactive source the less exposure the person receives. "Shielding" is the amount of mass you have between you and the radioactive source. The more dense the shielding (bricks are more dense than equal thicknesses of wood or plaster), the better it will shield you against radiation. Typically, good blast and shock shelters are also good fallout shelters.

19.5.5.2.2.2. Fallout operations don't require specialized individual protective equipment. However, you should protect your bare skin from radioactive fallout. As a minimum, keep your uniform completely buttoned up and closed. Cover open cuts or wounds. If possible, avoid inhaling dust and debris.

19.5.5.2.2.3. Contamination avoidance, an element of contamination control, includes all actions taken before an attack to protect resources from contamination, and all of those actions taken after an attack to mark and avoid contamination. These measures reduce the amount and spread of contamination. Protect the next user by covering equipment with plastic sheets or tarpaulins to minimize fallout contamination. Park vehicles in hangars or garages or under covered areas. Keep all doors, windows, and canopies closed to keep out fallout. You should take shelter before fallout arrival. Any overhead cover is better than nothing. A vehicle, culvert, poncho, or any other expedient cover may be your only available shielding if you are out in the open when fallout arrives.

19.5.5.2.2.4. Avoid unnecessary exposure to radiation. If the mission permits, avoid handling objects you suspect are contaminated. If your mission does not require you to enter a contaminated area, stay out.

#### 19.5.5.2.3. *Contamination Control:*

19.5.5.2.3.1. While in a contaminated area, you should be aware that you and everything around you is most likely contaminated with dust and debris from the nuclear explosion. You can use such things as pressurized water, soap and water, brooms, brushes, and a vacuum cleaner to remove radioactive fallout. Remember, you can never neutralize the radioactivity; you can only remove it. Therefore, by washing,

vacuuming, or brushing, you have just removed the contamination from the person or object being decontaminated; the dust and debris still exists.

19.5.5.2.3.2. If you are contaminated and are entering a shelter, the first step is to remove as much contamination as possible while you're outside. You do this by brushing or using a vacuum cleaner on your clothing. Next, follow the local shelter procedures when inprocessing the shelter. Local shelter procedures may include changing clothing or, if water is plentiful, even showering. When decontaminating yourself, pay close attention to the hairy parts of your body, body creases, and fingernails.

19.5.5.2.3.3. You must be extremely careful of what you eat and drink during fallout operations. Food items packed in cans, bottles, or sealed packages are safe to eat; however, you should clean the containers thoroughly before opening them. A significant source of radiation exposure is ingestion through food sources and water supplies. Don't drink from open water containers you suspect have been contaminated. Radioactive fallout won't contaminate water that's sealed in containers.

### 19.5.5.3. *Biological Warfare Defense:*

19.5.5.3.1. Biological agents are living micro-organisms that cause disease in people, animals, or plants or cause materials to deteriorate. These agents can be used directly to cause diseases such as anthrax, cholera, plague, or diphtheria, or indirectly to infect crops and reduce food supplies. These diseases can spread by a variety of ways including the ingestion of infected plants or domestic animals, bites from vectors (infected animals and insects) or inhalation of the micro-organisms. Micro-organisms used in biological warfare include bacteria, rickettsiae, fungi, and viruses (commonly referred to as germs). They enter the body, reproduce, and overcome the body's defenses. Biological agents and chemical warfare agents are generally disseminated in the same way, as you will read in the next section.

19.5.5.3.2. Unsanitary living conditions serve as a breeding ground for disease-spreading organisms. Germs and insects thrive in unsanitary conditions and spread disease rapidly if uncontrolled. Your best defense against biological agents is your body's resistance to illness. Keeping yourself in top physical condition and observing a high standard of personal cleanliness will also help reduce the spread of disease. Additionally, your periodic immunizations will decrease your chances of infection.

19.5.5.3.3. Toxins are nonliving chemical compounds produced by living organism and are not infectious or contagious after dissemination. Until recently these biological agents were available only in small amounts.

However, the technology exists for bulk production of some toxins. Toxin effects closely resemble those of chemical warfare agents. Use the same protective equipment for chemical and biological attacks. If you do become ill following a biological attack, seek medical help.

19.5.5.4. *Chemical Warfare Defense.* Many nations have a considerable variety of lethal and incapacitating chemical agents and the means to deliver them. The technology needed to produce these chemicals is similar to that used to make plastics, fertilizers, and detergents. As this knowledge spreads throughout underdeveloped countries, the possibility of chemical warfare becomes a harsh reality.

19.5.5.4.1. *Chemical Warfare Agents.* Chemical warfare agents are poisonous chemicals that can produce irritating effects, make materials or areas unusable, and cause death. Casualties are often the result of a chemical attack; however, the severity of the injuries depends on the type of agent, concentration of the agent used, and the method of dissemination. Experts divide lethal chemical warfare agents into the following four categories:

19.5.5.4.1.1. *Choking Agents.* Choking agents cause irritation and inflammation of the bronchial tubes and lungs. If a sufficient amount enters the lungs, liquid may gather there. Death results from lack of oxygen.

19.5.5.4.1.2. *Nerve Agents.* Nerve agents attack the nervous system and affect muscle control, vision, heart, and lung functions.

19.5.5.4.1.3. *Blister Agents.* Blister agents attack and destroy cell tissue, causing irritation, inflammation, and severe blisters. This tissue damage increases the chance of infection and may ultimately cause death. In most cases, pain and blisters may not occur until long after exposure.

19.5.5.4.1.4. *Blood Agents.* Blood agents disrupt the oxygen carrying properties of the blood. These fast-acting agents dissipate quickly in the open air but are very deadly. Blood agents also damage mask filters, so filters must be changed as soon as possible after a blood agent attack.

19.5.5.4.2. *Chemical Agent Delivery and Physical Properties.* Chemical agents can be released by artillery shells, rockets, bombs, grenades, mines, and missiles. They can be sprayed from air, land, and water vehicles or covertly used to contaminate food and water supplies. Common forms of chemical agents include:

19.5.5.4.2.1. *Gases and Vapors.* Gases and vapors are usually invisible. However, gas clouds may be visible for a short time after their release or in areas where there's little air movement to dissipate them. Their primary route of entry is through the respiratory tract, although some agents in heavy concentrations can penetrate the eyes and exposed skin. Gases and vapors may linger for up to several hours, with heaviest concentrations occurring in low-lying, dead air spaces such as buildings, caves, shell craters, ravines, and wooded areas.

19.5.5.4.2.2. *Liquids.* Liquid agents can be clear to dark in color and have the viscosity of fine machine oil; thickened agents may have the appearance of motor oil. Chemical agents used in these forms can be extremely difficult to remove from your skin and equipment. They also release toxic vapors that can be inhaled and can remain effective for many days.

19.5.5.4.2.3. *Powders.* Some agents are released in powder form. They can enter the body through the skin or be inhaled. Agents in dust-like form are released in a variety of climatic conditions and can remain effective for many weeks.

19.5.5.4.3. *Protective Equipment.* Regardless of the type, concentration, or method of attack, protect yourself by donning your protective equipment when the need arises. You are responsible for the proper care of those items issued to you. Use the following items for chemical warfare defense operations:

19.5.5.4.3.1. *Protective Mask.* The mask is your primary piece of protective equipment. When properly worn, it will protect your face, eyes, and respiratory tract against all known chemical agents.

19.5.5.4.3.2. *Ground Crew Chem-Defense Ensemble (GCE).* The GCE protects wearers against chemical-biological (CB) warfare agents and toxins. The GCE consists of the overgarment (jacket and pants), mask, hood, footwear covers, and gloves. However, a price must be paid for this protection. The GCE can reduce your work effectiveness by hampering your vision, hearing, and dexterity. It can cause mental stress and heat exhaustion when you have a heavy work load in warm temperatures.

19.5.5.4.4. *Mission-Oriented Protective Postures (MOPP).* Because MOPP levels are standardized and easily understood, commanders can easily change protective postures without long explanations. MOPP helps us balance protection with CB threat, equipment-imposed heat degradation, and mission urgency. Commanders can raise or lower protection through five levels, MOPP 0 through MOPP 4 (see figure 19.11) and authorize variations from the standard protective

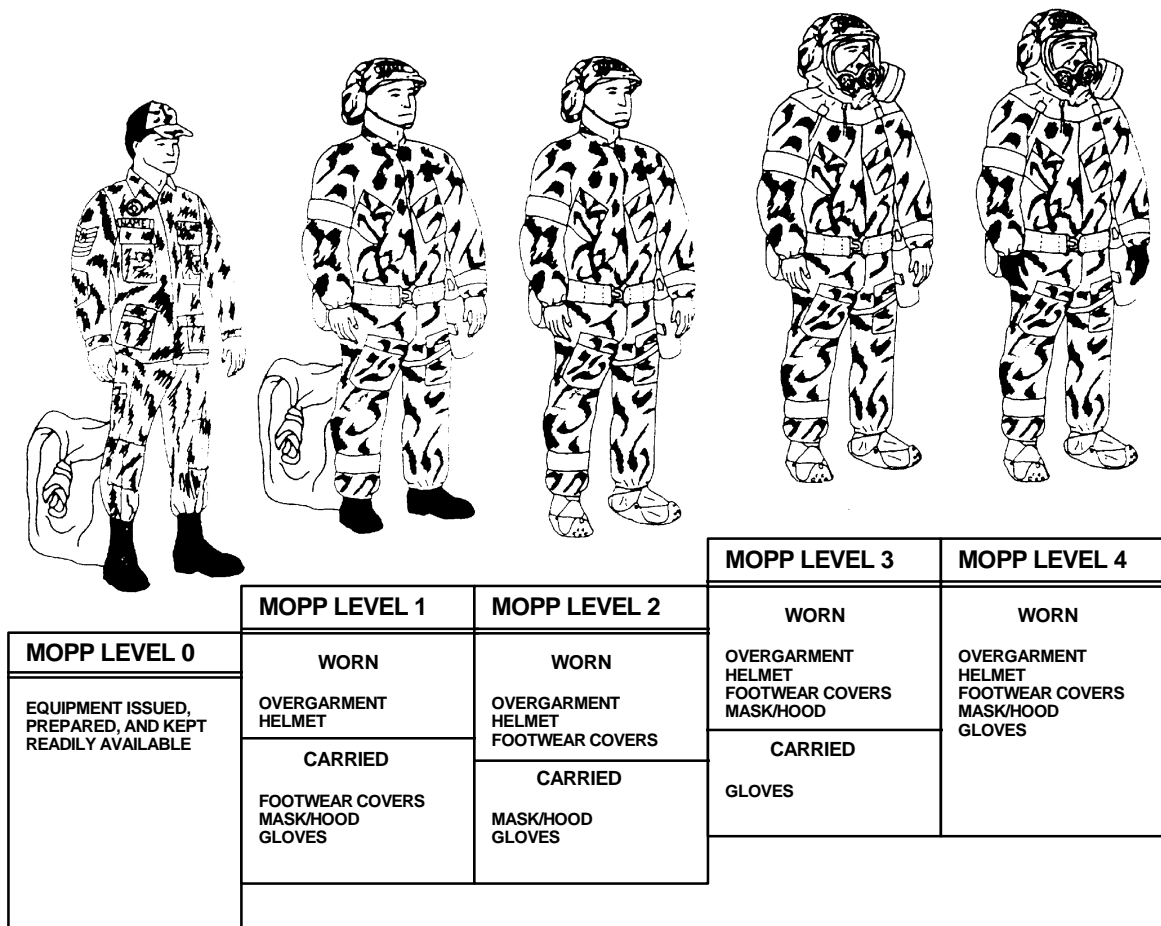
postures. Individual protection increases from MOPP level 0, where protective equipment is not worn but kept nearby, to MOPP level 4, where all protective equipment is worn.

19.5.5.4.4.1. As MOPP levels increase, an individual's efficiency decreases.

Although we are less susceptible to becoming a chemical casualty, we are more susceptible to heat problems. Supervisors must ensure proper work and rest cycles are observed to control body heat buildup during CB warfare conditions. AFI 32-4001, *Disaster Preparedness Planning and Operations*, governs MOPP levels and work and rest cycles. Ensure your people comply with this instruction to avoid becoming heat casualties. Even though they may not feel tired at the end of a work period, they must rest anyway. An adequate rest period will help your people recover much faster so that they can work at their best rate.

19.5.5.4.4.2. Dehydration is also a severe problem when people work in high temperatures while wearing the GCE. People tend to drink to satisfy perceived thirst rather than to meet their actual physiological needs. Realizing this, you should not wait to become thirsty before drinking. Drink water regularly while in MOPP to optimize your performance and to avoid becoming a casualty. As a supervisor, you should also monitor and force people to drink the prescribed amount of water.

19.5.5.4.5. *Contamination Avoidance.* It's important to keep critical resources, such as aircraft, vehicles, and equipment, from getting contaminated. Place them under cover in hangars, sheds, or other structures or cover them with plastic sheets or waterproof tarpaulins before a chemical attack occurs. Keep windows, doors, canopies, etc., closed when notified of a pending attack and after the attack until notified that the hazards no longer exist. Exposure to a chemical warfare agent may occur during and after an attack; therefore, you must use extreme caution to limit the spread of contamination to yourself and others. In addition to using protective clothing and equipment, use these commonsense rules to guide you when working in contaminated areas. Avoid kneeling, sitting, or walking in contaminated areas if possible. Don't touch anything unless it's absolutely necessary. When the mission permits, teams will be sent out to mark contaminated areas. The marker that warns of chemical contamination is yellow on both sides and has the word "GAS" in red, 2-inch block letters on the side facing away from the contaminated area. The marker that warns of biological contamination is blue on both sides and has the letters "BIO" in red, 2-inch block letters, on the side facing away from the contamination. These markers are triangular and may be posted on metal stakes, trees, fenceposts, or the sides of buildings. If you have to handle something contaminated, try to remove as



**DURING ABOVE MOPP LEVELS:**

- WEB BELT AND CANTEEN MAY BE WORN IF DESIRED IN MOPP 1 AND 2.
- CARRY OR KEEP AT HAND PROTECTIVE EQUIPMENT SUCH AS FIELD GEAR, M8/M9 PAPER, NERVE AGENT ANTIDOTES, AND DECONTAMINATION KITS.
- USE MOPP VARIATIONS ONLY AS DIRECTED.

Figure 19.11. Mission-Oriented Protective Postures (MOPP).

much of the contamination as possible. As a minimum, you should use a cloth to wipe objects you have to handle. Remember, your GCE protects you so you can work in a contaminated environment. It keeps you from becoming a casualty even if you must handle contaminated items.

19.5.5.4.6. *Immediate Decontamination.* If a chemical agent gets on your skin or protective equipment, remove it immediately. Some agents are very quick-acting and can incapacitate you within a matter of minutes. The degree of injury caused by a chemical agent increases the longer it remains on your skin. Personal decontamination kits are the most effective method of removing chemical agents from the skin. If you don't have a personal decontamination kit, use anything that will help remove the chemical as an immediate decontaminant such as soap and water, gasoline, oil, dirt, or a cloth. These common materials may get only part of the agent off the skin, but it's better than nothing. The eyes are very vulnerable when exposed to nerve and blister agents. If one of these agents gets in to your eyes, irrigate them with water. Don't use your personal decontamination kit in your eyes. To do this, hold your breath, and remove your mask. Tilt your head to one side so the water doesn't run down the side of your face. Hold your eye open with your fingers and rinse your eye for approximately 30 seconds. Repeat for the other eye. Don your mask quickly after rinsing your eyes and seek medical attention. Be ready to administer the nerve agent antidote if necessary.

19.5.5.4.7. *Nerve Agent Antidote.* Medical representatives issue nerve agent antidotes during increased readiness. Additionally, medical representatives will issue pyridostigmine bromide tablets. You will be directed to take these tablets when exposure to nerve-agent poisoning is possible. These tablets, when combined with the antidote, will limit the effect of nerve-agent poisoning.

#### 19.5.5.4.8. *Conventional Warfare Defense:*

19.5.5.4.8.1. Rockets, mortars, missiles, and bombs are all conventional weapons. However, if you come under attack from any of these, you can survive. Ultimately, your survival during a conventional attack will depend upon your initial responses--all of which must be applied during the first few moments; it is during these moments that the difference between life and death may be decided.

19.5.5.4.8.2. As a minimum, these responses consist of seeking cover by any means that will minimize your exposure to conventional attack-associated hazards, such as shrapnel, blast, and flying debris. While revetments and bunkers offer the best protection, even a ditch will afford some degree of safety during conventional attacks.

Additionally, your chances are further improved through the proper wear of your individual protective equipment. For conventional attacks, your most important pieces of individual protective equipment are the protective headgear and body armor, which are also used during CB attacks.

#### 19.5.5.4.9. *Attack Reporting Procedures:*

19.5.5.4.9.1. The responsibility for postattack assessment does not rest with any single organization or specialized team, but with every individual assigned to an installation. Contact your unit control center by the fastest available communication means and provide your name, location, and time. Also, provide information on: casualties; unexploded ordnance; tactics employed by the enemy; nuclear, biological, or chemical weapons indicators; and damage to equipment, facilities, or roads, etc. By the way, reporting the absence of postattack damage is just as important as reporting actual damage.


19.5.5.4.9.2. Relay the information promptly and be as accurate in your details as possible. Your report is incorporated with others to provide a complete assessment of the installation. The unit control center forwards the information to the survival recovery center where all attack reports are consolidated.

#### 19.5.6. **Major Accidents:**

19.5.6.1. Major accidents can and do occur at any time and place. The midair crash during the Ramstein AB air show in 1988 and the crash of United Flight 232 at Sioux City, Iowa, in 1989 are classic examples. The accidents at Three-Mile Island in Pennsylvania in 1979 and the Chernobyl Power Plant in the USSR in April 1986 served as warnings of the ever-present threat of nuclear energy mishaps. The industrial disaster at Bhopal, India, in 1985 illustrates the severity of a chemical disaster.

19.5.6.2. A major accident involves DoD material, results from DoD activities, and is of such a magnitude as to warrant response by the installation DRF. The DRF is the organization made up of functional experts from all areas of the base used for disaster response, command and control, and recovery. If an accident causes risk of injury or death to people or extensive property damage or results in adverse public reaction, it's considered a major accident. Major accidents may involve nuclear, chemical, and conventional weapons or explosives. It could also involve hazardous materials or industrial radioactive materials.

19.5.6.3. If you witness a major accident, your actions could mean the difference between life or death for you and others. Alert others in the immediate area, and

<b>USAF STANDARDIZED ALARM SIGNALS</b> FOR THE UNITED STATES, ITS TERRITORIES & POSSESSIONS			
WARNING OR CONDITION	SIGNAL	MEANING	REQUIRED ACTIONS
<b>ATTACK WARNING</b>	 3-5 MINUTE WAVERING TONE ON SIREN OR OTHER DEVICES <hr style="border-top: 1px dashed black;"/> 3-5 MINUTE PERIOD OF SHORT BLASTS FROM HORNS/ WHISTLES AND OTHER DEVICES	ATTACK IS IMMINENT OR FALLOUT ARRIVAL IS IMMINENT	PROCEED IMMEDIATELY TO DESIGNATED SHELTER OR TAKE OTHER APPROPRIATE PROTECTIVE ACTIONS.
<b>PEACETIME EMERGENCY WARNING</b>	<hr style="border-top: 3px solid black;"/> 3-5 MINUTE STEADY TONE ON SIREN OR LONG STEADY BLAST ON HORNS, WHISTLES, OR SIMILAR DEVICE	PEACETIME DISASTER THREAT EXISTS	BE PREPARED TO TAKE IMMEDIATE SHELTER OR OTHER APPROPRIATE PROTECTIVE ACTIONS.  TUNE INTO LOCAL RADIO AND TELEVISION STATIONS FOR EMERGENCY INFORMATION.  LISTEN TO PUBLIC ADDRESS SYSTEMS FOR ADDITIONAL INSTRUCTIONS.
<b>ALL CLEAR</b>	DECLARED VERBALLY BY LOCAL OFFICIAL AGENCIES THROUGH LOCAL RADIO, TELEVISION, PUBLIC ADDRESS SYSTEMS, ETC	THREAT CONDITION TERMINATED	RESUME NORMAL OPERATIONS OR INITIATE RECOVERY IF APPLICABLE.
LOCAL INFORMATION			

SUPERSEDES AFVA 355-1, 20 JULY 1984  
DISTRIBUTION: F

AFVA 355-1  
28 JUNE 1991

**Figure 19.12. AFVA 32-4010, USAF Standardized Alarm Signals for the United States, its Territories, and its Possessions.**

report the accident to the security police, fire department, or command post. After reporting the accident, you should (within your capabilities) do the following:

19.5.6.3.1. Stay upwind of the accident. Avoid inhaling fumes, smoke, or vapors even if you don't suspect hazardous materials (they can be undetected).

19.5.6.3.2. Attempt to rescue and care for casualties.

19.5.6.3.3. Evacuate the area if rescue or containment is impractical or if you are directed to evacuate.

19.5.6.3.4. Avoid touching or handling any material or component involved in a major accident.

#### 19.5.7. Natural Disasters:

19.5.7.1. *Preparing For and Coping With Natural Disasters.* Natural disasters such as earthquakes, floods,

hurricanes, tornadoes, tsunamis (tidal waves), or winter storms pose threats to all areas of the world. Their impact can be localized or widespread, predictable or unpredictable. However, you can take steps to prepare for and cope with natural disasters. Remember to remain calm—it may mean the difference between life and death. In many disasters, needless injuries and deaths occur because individuals act without thinking. Take time to think, then act according to the situation. The action you take will most likely be what you've planned in advance.

19.5.7.2. *Alarm Signals.* When a natural disaster threatens, listen for a 3- to 5-minute steady siren (figure 19.12). Keep your radio or television on to receive instructions from local authorities and updates on weather reports. Use your telephone only for emergency calls. If you tie up telephone lines needlessly, you may prevent emergency calls from being made.

### 19.5.7.3. ***Emergency Supplies:***

19.5.7.3.1. A natural disaster may interfere with your normal supplies of food, water, heat, and other daily necessities. You should keep a stock of emergency supplies sufficient to meet your needs for at least a week. The most important items to keep on hand are water (preferably in plastic jugs or other closed containers), canned or packaged foods that don't require refrigeration or cooking, medicines needed by family members, a first-aid kit, blankets or sleeping bags, flashlights or lanterns, a battery-powered radio, extra batteries, and, perhaps, a covered container to use as an emergency toilet. In addition, keep your car in good operating condition with an ample supply of gasoline in case you have to leave your home.

19.5.7.3.2. If you stay at home during a disaster, these supplies can help minimize hardship. However, if you must evacuate your home and move temporarily to another location, take your emergency supplies with you.

19.5.7.3.3. In areas of the country subject to hurricanes or floods, keep emergency materials on hand to protect your home from wind and water. Plywood sheeting or lumber can be stored to board up your windows and doors, and plastic sheeting or tarpaulins may be used to protect furniture and appliances.

### 19.5.7.4. ***Earthquakes:***

19.5.7.4.1. Earthquakes strike without warning. The earthquake that struck the Los Angeles area in January 1994 showed the earthquake's sudden, devastating power. Underground volcanic forces, breaking or shifting of rock beneath the Earth's surface cause the shaking and trembling. The Earth's movement can cause buildings and other structures to shake and collapse. Most casualties result from falling debris, broken glass, structural failures, and fires.

19.5.7.4.2. If you're in an earthquake, remain calm; don't run or panic. Regardless of whether you're indoors or outdoors, stay where you are. Most injuries occur as people are entering or leaving buildings. If the earthquake strikes when you're indoors, take cover under a desk, table, bench, or against inside walls or doorways. Stay away from windows and outside doors. If outside during an earthquake, move away from buildings and utility wires. Once in the open, stay there until the shaking stops. If you're in a car, stop and stay inside the vehicle. Avoid stopping on bridges and near buildings, overpasses, and utility wires. If you must continue to drive, watch for hazards created by the earthquake. Listen to local radio or television newscasts for further information.

### 19.5.7.5. ***Floods:***

19.5.7.5.1. Floods normally occur when rain or melting snow causes streams and rivers to overflow their banks. Also, unusually heavy rains or rapid snow melt may cause flash floods. During flash floods, small creeks, gullies, dry stream beds, ravines, sewer systems, or even low-lying ground can flood quickly and endanger lives, sometimes without warning. After you receive flood warnings, follow the instructions and advice of the local authorities.

19.5.7.5.2. If you are advised to evacuate, do so promptly. If you are instructed to move to a certain location, go there; don't go anywhere else. If time permits, secure your home before leaving. Bring outside possessions inside, shut off your utilities, disconnect any electrical appliances or equipment that can't be moved, and lock your doors and windows.

19.5.7.5.3. Travel with care. Use the recommended or specified travel routes rather than trying to find your own. Leave early to avoid being marooned by flooded roads. Watch out for washed out roadways, earth slides, broken sewer or water mains, loose or downed power lines, and fallen objects. Stay out of flooded areas; the water may still be rising and the current could be swift. Don't try to cross a stream or a pool of water if the water is over your knees or above the middle of your cars wheels. Know where high ground is and how to get there in a hurry. If your vehicle stalls in flooded areas, abandon it immediately.

### 19.5.7.6. ***Hurricanes:***

19.5.7.6.1. Hurricanes (called typhoons in the Western Pacific) are tropical storms with winds above 74 miles per hour. These storms are usually accompanied by heavy amounts of rainfall and often spawn tornadoes. The most dangerous part of a hurricane is the storm surge. The storm surge is a great dome of water, often 50 miles wide, that comes sweeping across the coastline near the area where the eye of the hurricane makes landfall. The surge, aided by the hammering effect of breaking waves, acts like a giant bulldozer, sweeping away everything in its path. The stronger the hurricane, the higher the storm surge will be. The eye of the hurricane, like the spiral structure of the storm, is unique to hurricanes. Here, winds are light, and skies are clear to partly cloudy. If the eye, or storm center, passes directly overhead, there will be a lull in the wind lasting from a few minutes to half an hour. As the other side of the eye approaches, the winds will return rapidly to hurricane force and blow from the opposite direction.

19.5.7.6.2. There are two hurricane advisories that you should be familiar with if you live in an area subject to hurricanes:

19.5.7.6.2.1. *Hurricane Watch.* This means that a hurricane may threaten coastal and inland areas, and hurricane conditions are a real possibility; it doesn't mean they're imminent. Listen to local radio or television stations for further information.

19.5.7.6.2.2. *Hurricane Warning.* A warning is issued where a hurricane is expected to strike within 24 hours. When your area receives a hurricane warning, keep your radio or television on and listen for the latest Weather Service advisories and special instructions. Also, listen for tornado watches and warnings. Tornadoes spawned by a hurricane are among the worst killers in the storm. Plan your time before the storm arrives, and avoid a last minute rush that might leave you unprepared or marooned. Leave low-lying areas that might be swept by high tides or the storm surge. Secure outdoor objects that can blow away. Remain indoors during the hurricane. Travel is extremely dangerous when winds are whipping through your area.

19.5.7.6.3. If evacuation is advised, follow the procedures listed above for flood evacuation.

19.5.7.6.4. Travel with care. Leave early so you aren't marooned by flooded roads, fallen trees, and downed wires. As you travel, keep listening to the radio for additional information. If you go to a shelter, stay there until informed by proper authorities that it's safe to leave.

#### 19.5.7.7. *Tornadoes:*

19.5.7.7.1. The most violent of all weather-related phenomena, tornadoes have whirling winds up to 300 miles per hour at their centers. They generally develop from thunderstorms and sometimes as a result of hurricanes. They appear as rotating, funnel-shaped clouds. They're gray to black in color, extending toward the ground from the base of a thundercloud. Although tornadoes can fly over an area without ever touching the Earth, they can touch down and destroy everything in their path.

19.5.7.7.2. Tornadoes are a risk in many parts of the world. In the United States, they occur in all 50 States but are more frequent in the Midwest and Southeast. Tornadoes can develop at any time year-round. However, the normal tornado season extends from March to August, with the peak months being from April through June.

19.5.7.7.3. There are two tornado advisories you should understand:

19.5.7.7.3.1. *Tornado Watch.* This means that weather

conditions are favorable for tornadoes in your area. You should listen to local radio or television stations for information.

19.5.7.7.3.2. *Tornado Warning.* This means that a tornado or funnel cloud has actually been sighted or indicated by radar and may strike in the warning area. Take immediate steps to protect yourself. If you're at home, go to a basement corner and get under a sturdy workbench or table. If you don't have a basement, take cover (on the lowest floor possible) in a small room or closet in the center of the building. Stay away from windows to avoid flying debris. Don't remain in a mobile home; take cover in a nearby shelter or lie flat in the nearest depression or ditch. If you are at work in a building, go to an interior hallway on the lowest floor or the designated shelter area. Stay away from windows and doors. Opening a window, once thought to be a way to minimize damage by allowing inside and outside atmospheric pressures to equalize, isn't recommended. In fact, if a tornado is close enough for a structure to experience such a pressure drop, strong winds will probably have already caused the most significant damage.

19.5.7.7.4. If you are outside in open country, lie flat in the nearest depression, (such as a ditch, culvert, excavation, or ravine), and cover your head with your arms. However, be aware that this low-lying area could be subject to flooding.

#### 19.5.7.8. *Tsunami:*

19.5.7.8.1. A tsunami (pronounced "soo na' mee") is a wave or series of waves caused by an underwater disturbance. Most tsunamis are triggered by an earthquake or volcano and have tremendous destructive potential. Tsunamis can reach heights of more than 50 feet and speeds in excess of 500 miles per hour. In this century, more than 200 tsunamis are on record throughout the world, with the majority in the Pacific.

19.5.7.8.2. To avoid a tsunami, stay out of low-lying coastal areas after a local earthquake until an "all clear" is issued by competent authorities. If a warning is issued, a tsunami exists. Never go down to the beach to watch for a tsunami. When you can see the wave, you are too close to escape it. During a tsunami emergency, follow the instructions of local authorities.

19.5.7.9. *Winter Storms.* A blizzard is the most dangerous of all winter storms. It combines cold air, heavy snow, and strong winds that blow the snow around and may reduce visibility to a few yards. If a winter storm hits your area, turn on your radio or television to keep posted on weather conditions. Prepare for possible isolation at home. If you live in a rural area, stock

enough emergency supplies to survive at home for a week or two.

#### 19.5.7.10. *After-Disaster Actions:*

19.5.7.10.1. Regardless of the type of disaster, use common sense. Be extremely cautious if entering or working in buildings that have been damaged by the disaster: they may collapse. Don't take lanterns, torches, or lit cigarettes into damaged buildings since there may be leaking gas lines or flammable materials present. If you smell gas, don't switch on a light. Open all windows and doors, turn off the main gas valve at the meter, and leave the building immediately. Notify the gas company, police, and fire department, and don't reenter the building until you're told it's safe to do so.

19.5.7.10.2. Stay away from fallen or damaged electrical wires, which may still be dangerous. If any electrical equipment or appliances are wet, you should turn off the main power switch. Unplug the wet equipment or appliance, dry it out, and reconnect it. Then turn the main power switch back on.

19.5.7.10.3. Check food and water supplies before using them. Food that requires refrigeration may be spoiled if electric power has been off. Don't eat food that has come in contact with flood waters. Follow local instructions before using water supplies. If you require food, clothing, medical care, or shelter, contact your supervisor, first sergeant, commander, or the local authorities.

19.5.7.10.4. Don't drive unless it's absolutely necessary. If you have to drive, watch for hazards and report them to local authorities. Stay away from disaster areas. Sight-seeing could interfere with first-aid and rescue work and place you in danger.

19.5.7.10.5. Notify your relatives following a disaster so they'll know you are safe. However, don't tie up telephone lines if they're still needed for official or emergency calls. If you become separated from your family during evacuation, have a predetermined location to meet them.

RAYMOND C. CHAPMAN, JR.,  
Colonel, USAF  
Director of Education and Training

## **GLOSSARY OF REFERENCES, ABBREVIATIONS, ACRONYMS, AND TERMS**

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## ***Section B--Abbreviation and Acronyms***

### ***Abbreviation or Acronyms***

### ***Definition***

ACC	Air Combat Command
ADC	Area Defense Counsel
ADDDP	Active Duty Dependents Dental Plan
AECF	Airman Education and Commissioning Program
AETC	Air Education and Training Command
AFAM	Air Force Achievement Medal
AFAS	Air Force Aid Society
AFBCMR	Air Force Board for Correction of Military Records
AFCFM	Air Force Career Filed Manager
AFCM	Air Force Commendation Medal
AFDRB	Air Force Discharge Review Board
AFGCM	Air Force Good Conduct Medal
AFI	Air Force Instruction
AFIA	Air Force Inspection Agency
AFJQS	Air Force Job Qualification Standard
AFLSA	Air Force Longevity Service Award
AFMC	Air Force Materiel Command
AFMD	Air Force Manpower Determinants
AFMPC	Air Force Military Personnel Center

AFO  
AFOEA  
AFOMS  
AFOSH  
AFOSI

Accounting Finance Office  
Air Force Organizational Excellence Award  
AF Occupational Measurement Squadron  
Air Force Occupational Safety and Health  
Air Force Office of Special Investigations

***Abbreviation  
or Acronyms***

AFOUA  
AFRES  
AFROTC  
AFS  
AFSC  
AFSOC  
AFSPACECOM  
AFSPC  
AIA  
ALS  
AMC  
ANG  
ANGRC  
ARC  
ASCAS  
ASCP  
ATB  
AU  
AWACS  
AWOL  
BAQ  
BAS  
BDA  
BTZ  
C3I  
C-4  
C-CS  
CAFSC  
CAREERS  
CAS  
CASF  
CB  
CC  
CCAF  
CDC  
CE  
CEM  
CFETP  
CHAMPUS  
CINC  
CIP  
CJCS  
CJQS  
CJR  
CLEP  
CMA  
CMSAF  
CNN  
COMPUSEC  
COMSEC  
CONUS  
COT  
CRA  
CRAF

***Definition***

Air Force Outstanding Unit Award  
Air Force Reserves  
Air Force Reserve Officer Training Corps  
Air Force Specialty  
Air Force Specialty Code  
Air Force Special Operations Command  
Air Force Space Command  
Air Force Space Command  
Air Intelligence Agency  
Airman Leadership School  
Air Mobility Command; Aerospace Management Certificate  
Air National Guard  
Air National Guard Readiness Center  
American Red Cross  
Automated Security Clearance Approval System  
Airman Scholarship and Commissioning Program  
Advanced Technology Bomber  
Air University  
Airborne Warning and Control System  
Absent Without Leave  
Basic Allowance for Quarters  
Basic Allowance for Subsistence  
Bomb Damage Assessment  
Below-the-Zone  
Command, Control, Communications, and Intelligence  
Command, Control, Communications and Computers System  
Communications-Computer Security  
Control AFSC  
Career Airmen Reenlistment Reservation System  
Close Air Support  
Composite Air Strike Forces  
Chemical-Biological  
Cost Centers  
Community College of the Air Force  
Career Development Course  
Course Examination  
Chief Enlisted Manager  
Career Field Education and Training Plan  
Civilian Health and Medical Program of the Uniformed Services  
Commander of a Combatant Command; Commander-in-Chief  
Continuous Improvement Process  
Chairman of the Joint Chiefs of Staff  
Command Job Qualification Standard  
Career Job Reservation  
The College-Level Examination Program  
Clothing Maintenance Allowance  
Chief Master Sergeant of the Air Force  
Cable News Network  
Computer Security  
Communications Security  
Continental United States  
Consecutive Overseas Tour  
Clothing Replacement Allowance  
Civil Reserve Air Fleet

***Abbreviation  
or Acronyms***

CSAF  
CSSO  
DAO  
DACOWITS  
DANTES  
DCID  
DEROS  
DET or OL  
DFAS-CL  
DIA  
DITY  
DNA  
DoD  
DOPMA  
DOS  
DRF  
DRU  
DSST  
DVR  
E&T  
ECI  
EEO  
EES  
EFMP  
e.g.  
EOT  
EPR  
ESO  
EST  
ETS  
FAC  
FI  
FICA  
FITW  
FMB  
FMR  
FO  
FOA  
FOIA  
FSA  
FSC  
FWA  
FY  
GCE  
GCM  
GPS  
HQ AFMPC  
HQ USAF  
HQ USAFHRA  
HSA  
HUMINT  
HYT  
ICBM  
i.e.

***Definition***

Chief of Staff, US Air Force  
Computer System Security Officer  
Defense Accounting Office  
Defense Advisory Committee on Women in the Services  
The Defense Activity for Non-traditional Education Support  
Dress, Cover, Interval, and Distance  
Date Eligible to Return from Overseas  
Detachment/Operating Location  
Defense Finance and Accounting Service, Cleveland  
Defense Intelligence Agency  
Do-it-Yourself  
Defense Nuclear Agency  
Department of Defense  
Defense Officer Personnel Management Act  
Date of Separation  
Disaster Response Force  
Direct Reporting Unit  
Defense Subject Standardized Test  
Data Verification Record  
Enlisted Education and Training  
Extension Course Institute  
Equal Employment Opportunity  
Enlisted Evaluation System  
Exceptional Family Member Program  
For Example  
Equal Opportunity and Treatment  
Enlisted Performance Report  
Education Services Office  
Enlisted Specialty Training  
Expiration of Term of Service  
Functional Account Code  
Field Inspections  
Federal Insurance Contributions Act  
Federal Income Tax Withholding  
Financial Management Board  
Functional Management Review  
Finance Office  
Field Operating Agency  
Freedom of Information Act  
Family Separation Allowance  
Family Support Center  
Fraud, Waste, and Abuse  
Fiscal Year  
Ground Crew Chem-Defense Ensemble  
General Courts-Martial  
Global Positioning System  
Headquarters Air Force Military Personnel Center  
Headquarters US Air Force  
Headquarters US Air Force Historical Research Agency  
Health Services Assessments  
Human Intelligence  
High Year of Tenure  
Intercontinental Ballistic Missiles  
That is

***Abbreviation  
or Acronyms***

IG  
IIR  
INFOSEC  
IO  
IQAF  
IRP  
JCS  
JFACC  
JFTR  
JSOTF  
JTF  
KTO  
LES  
LOE  
MAJCOM  
MALT  
MCM  
MEOA  
MGIB  
MMI  
MOPP  
MPF  
MR  
MSM  
MSO  
MTL  
MTM  
MWRS  
NAF  
NASA  
NATO  
NBC  
NBCC  
NCO  
NCOA  
NCOIC  
NEO  
NIH  
NMCC  
NSI  
OADR  
OBAD  
OJT  
OPSEC  
ORI  
OSD  
OSHA  
OSI  
OTEIP  
OTG  
OTS  
PACAF  
PACOM  
PAS

***Definition***

Inspector General  
Imaging Infrared  
Information Security  
Intelligence Oversight Inspections  
Iraqi Air Force  
Installation Restoration Program  
Joint Chiefs of Staff  
Joint Force Air Component Commander  
Joint Federal Travel Regulation  
Joint Special Operations Task Force  
Joint Task Force  
Kuwaiti Theater of Operations  
Leave and Earnings Statement  
Letter of Evaluation  
Major Command  
Monetary Allowance in Lieu of Transportation  
Manual for Courts-Martial  
Military Equal Opportunity Assessment Report  
Montgomery G.I. Bill  
Multi-MAJCOM Inspections  
Mission-Oriented Protective Postures  
Military Personnel Flight  
Memorandum for Record  
Meritorious Service Medal  
Military Service Obligation  
Master Task List  
Million Ton-Miles  
Morale, Welfare, and Recreation Services  
Numbered Air Force  
National Aeronautics and Space Administration  
North Atlantic Treaty Organization  
Nuclear, Biological, and Chemical  
Nuclear, Biological, Chemical, and Conventional  
Noncommissioned Officer  
NCO Academy  
Noncommissioned Officer in Charge  
Noncombatant Evacuation Operation  
National Institutes of Health  
National Military Command Center  
Nuclear Surety Inspections  
Originating Agency's Determination Required  
Operating Budget Authority Document  
On-the-Job Training  
Operations Security  
Operational Readiness Inspections  
Office of the Secretary of Defense  
Occupational Safety and Health Act  
Office of Special Investigations  
Oversea Tour Extension Incentives Program  
Officer Training Group  
Officer Training School  
Pacific Air Forces  
Pacific Command  
Personnel Accounting Symbol

***Abbreviation  
or Acronyms***

***Definition***

PAT	"Process Action Team"
PCS	Permanent Change of Station
PDS	Permanent Duty Station
PFE	Promotion Fitness Examination
PFMP	Personal Financial Management Program
PFW	Performance Feedback Worksheet
PIF	Personnel Information File
PME	Professional Military Education
POV	Privately Owned Vehicle
POW	Prisoner of War
PRP	Personnel Reliability Program
pt	Point
PTDY	Permissive TDY
PUC	Presidential Unit Citation
QAF	Quality Air Force
QAFA	Quality Air Force Assessment
QC	Quality Control
QI	Quality Improvement
QT	Qualification training
R&R	Rest and Recuperation
RC	Responsibility Center
	Reserve Component
RDP	Recommendation for Decoration Printout
REFORGER	Return of Forces to Germany
RHIP	Rank Has Its Privileges
RIP	Report on Individual Personnel
RMS	Resource Management System
RRRP	Resource Recovery and Recycling Program
SA	Substance Abuse
SACEUR	Supreme Allied Commander Europe
SAF/IG	Air Force Inspector General
SAM	Surface-to-Air Missiles
SART	Substance Abuse Reorientation and Treatment
SBP	Survivor Benefit Plan
SECDEF	Secretary of Defense
SF	Standard Form
SGLI	Servicemen's Group Life Insurance
SH	Semester Hours
SITW	State Income Tax Withholding
SJA	Staff Judge Advocate
SKT	Specialty Knowledge Test
SLAM	Stand-Off Land Attack Missile
SNCO	Senior Noncommissioned Officers
SNCOA	Senior NCO Academy
SOA	Separate Operating Agencies
SPARS	Semper Paratus-"Always Ready"
SR&R	Special Rest and Recuperation
SRB	Selective Reenlistment Bonus
SRC	Survival Recovery Center
SRP	Selective Reenlistment Program
SSN	Social Security Number
STEP	Stripes for Exceptional Performers
STS	Specialty Training Standard
SWASM	Southwest Asia Service Medal

***Abbreviation  
or Acronyms***

***Definition***

TA	Tuition Assistance
TAFMS	Total Active Federal Military Service
TAFMSD	Total Active Federal Military Service Date
TAP	Transition Assistance Program
TDY	Temporary duty
TEL	Transport-Erector-Launchers
TEMPEST	Control of Compromising Emanations
TIG	The Inspector General; Time in Grade
TIS	Time in Service
TLAM	Tomahawk Land-Attack Cruise Missiles
TMO	Traffic Management Office
TOS	Time on Station
TOPCAP	Total Objective Plan for Career Airmen Personnel
TQR	Training Quality Report
TRANSEC	Transmission Security
UCA	Unit Career Advisor
UCC	Unit Control Center
UCMJ	Uniform Code of Military Justice
UEI	Unit Effectiveness Inspections
UETM	Unit Education and Training Manager
UGT	Upgrade Training
UIF	Unfavorable Information File
UMD	Unit Manning Document
UN	United Nations
UOTHC	Under Other Than Honorable Conditions
UPMR	Unit Personnel Management Roster
US	United States
USAFA	United States Air Force Academy
USAFE	United States Air Forces in Europe
USAFSE	USAF Supervisory Examination
USCENTAF	United States Central Command Air Forces
USCENTCOM	United States Central Command
VA	Veteran Affairs
VCJCS	Vice Chairman of the JCS
VEAP	Veterans Education Assistance Program
VHA	Variable Housing Allowance
VIP	Very Important Person
VRE	Volume Review Exercise
WAAC	Women's Army Auxiliary Corps
WAC	Women's Army Corps
WAF	Women in the Air Force
WAPS	Weighted Airman Promotion System
WAVES	Women Accepted for Voluntary Emergency Service
WMP	Weight Management Program

**Section C--Terms**

***Aberration--*** A deviation from the proper or expected course.

***Abuse--*** The intentional, wrongful, or improper use of Government resources. Abuse typically involves misuse of rank, position, or authority.

***Acquittal--*** A judgment that a person is not guilty of a crime.

**Admonition--** A written or oral expression of official displeasure or censure.

**Air Force Members--** All active duty officers and enlisted personnel serving the United States Air Force.

**Air Force Personnel--** All civilian officers and employees, including government employees, in the Department of the Air Force (including nonappropriated fund activities), and all active duty officers and enlisted members of the Air Force.

**Albeit--** Although; even though; notwithstanding.

**\*Alignment--** Dress and cover.

**\*Allocation--** The act of making funds available within a prescribed amount.

**Appropriated Funds--** The funds that Congress authorizes and sets aside for Department of Defense expenses.

**Attrition--** The reduction of the effectiveness of a force by loss of personnel and materiel.

**\*Base--** The element on which a movement is planned, regulated, or aligned.

**\*Base File--** The file on which a movement is planned, regulated, or aligned.

**Binational--** Of, relating to, or involving two nations.

**Bribery--** Giving or accepting a gift, money, or something of value for performing an official act or favor.

**Canvassing--** To examine carefully or discuss thoroughly; scrutinizing.

**Capital Offense--** An offense for which death is an authorized punishment under the Uniform Code of Military Justice.

**Career Stagnation--** To stop progressing in one's job or profession.

**Catastrophically--** In a sudden disastrous manner.

**Cessation--** The act or fact of ceasing; halt.

**Circumstantial Evidence--** Evidence that has no direct bearing on the fact in dispute.

**Clandestine Operation--** An operation sponsored or conducted by governmental departments or agencies in such a way as to assure secrecy or concealment. A clandestine operation differs from a covert operation in that emphasis is placed on concealment of identity of sponsor. In special operations, an activity may be both covert and clandestine and may focus equally on operational considerations and intelligence-related activities. (Joint Pub 1-02)

**Clemency--** Leniency or mercy toward an offender.

**Coalition--** Multinational action outside the bounds of established alliances, usually for a single occasion, or longer cooperation in a narrow sector of common interest.

**Coercion--** To force a person to say or do something through the use of pressure or threats.

**Coherent--** Sticking together; a logical relationship of parts. Paramilitary and military measures, short of overt armed conflict, involving regular forces are employed to achieve national objectives.

**Collateral Functions--** The action or responsibility of equal importance that is parallel with the primary function.

**Commensurate--** Properly proportioned; fitting. (Definition is incomplete.)

***Compliance-Oriented***--An act based on adherence to commands, regulations, rules, or laws.

***Company Punishment***--Punishment that is administered to a military member at unit level. (Definition is incomplete.)

***Compensable***--Entitled to compensation.

***Compromise***--The known or suspected exposure of clandestine personnel, installations, or other assets or of classified information or material, to an unauthorized person. (Joint Pub 1-02)

***Concurrent***--Happening at the same time.

***Conjunctions***--Words that connect other words, phrases, clauses, or sentences. Some of the English conjunctions are "and," "but," because, and "as."

***Conscientious Objection***--Refusing to bear arms or participate in Military Service because of religious or moral principles.

***Conscription***--Compulsory enrollment, esp. for the Armed Forces; draft.

***Continuum***--A continuous extent, succession, or whole no part of which can be distinguished from neighboring parts except by arbitrary division.

***Contraindication***--In medicine, any condition of disease which makes the indicated medication or treatment inadvisable.

***Convening Authority***--Commanders, usually above the squadron level, who have the authority to order a court-martial be conducted. The convening authorities consult with the staff judge advocate, determine if trial by court-martial is appropriate, and refer the case to a court-martial which they have created and for which they appoint the judge, court members, as well as the trial and defense counsels.

***Correctional Custody***--The physical restraint of a person during duty or nonduty hours, or both, imposed as a punishment under Article 15, Uniform Code of Military Justice, which may include extra duties, fatigue duties, or hard labor. (AFM 11-1)

***Counsel***--A lawyer or attorney engaged to conduct a case in civil or military court.

***Counter Air***--A US Air Force term for air operations conducted to attain and maintain a desired degree of air superiority by the destruction or neutralization of enemy forces. Both air offensive and air defensive actions are involved. The former range throughout enemy territory and are generally conducted at the initiative of the friendly forces. The latter are conducted near or over friendly territory and are generally reactive to the initiative of the enemy air forces. (Joint Pub 1-02)

***Counterinsurgency***--Those military, paramilitary, political, economic, psychological, and civic actions taken by a government to defeat insurgency. (Joint Pub 1-02)

***Counterintelligence***--Information gathered and activities conducted to protect against espionage, other intelligence activities, sabotage, or assassinations conducted by or on behalf of foreign governments or elements thereof, foreign organizations, or foreign persons, or international terrorist activities. (Joint Pub 1-02)

***Counterproductive***--Harmful, not helpful.

***\*Cover***--Individuals align themselves directly behind the person to their immediate front.

***Covert Operation***--An operation that is so planned and executed as to conceal the identity of or permit plausible denial by the sponsor. A covert operation differs from a clandestine operation in that emphasis is placed on concealment of identity of sponsor rather than on concealment of the operation. (Joint Pub 1-02)

***Culpability***-- Responsible for wrong or error; blameworthy.

***Culvert***-- A sewer or drain crossing under a road or embankment.

***Curtailment***-- To cut short; abbreviate.

***Decryption***-- The act of translating a message out of a secret code.

***Defray***-- To pay or provide for payment of (costs or expenses).

***Dereliction of Duty***-- The willful neglect of your job or assigned duties.

***Detention***-- A period of temporary custody.

***Detention of Pay***-- Temporarily withholding a person's pay. The amount of pay withheld is returned to the offender at the expiration of the specified period (which cannot be more than 1 year) or at the end of the offenders term of service, whichever comes first.

***Deterrence***-- The prevention from action by fear of the consequences. Deterrence is a state of mind brought about by the existence of a credible threat of unacceptable counteraction. (Joint Pub 1-02)

***Discrimination Complaint***-- An allegation, made through official channels, that an act or circumstance of arbitrary discrimination has occurred or exists.

***Disparaging Terms***-- A word or phrase that belittles a person or a group of people.

***Dissident***-- One who disagrees in opinion or belief.

***\*Distance***-- The prescribed space from front to rear between units. The distance between individuals in formation is 40 inches as measured from their chests to the backs of the persons in front of them.

***Dogma***-- A principle, belief, or statement of idea or opinion, especially one authoritatively considered to be the absolute truth.

***DoD Personnel***-- All civilian officers and employees, including special government employees, of all offices, agencies, and departments in the Department of Defense (including nonappropriated fund activities) and all active duty and reserve officers and enlisted members of the Army, Navy, Air Force, and Marines.

***\*Dress***-- Alignment of elements side by side or in line maintaining proper interval.

***Dual-Qualified Airmen***-- Airmen qualified in more than one AFSC. This is a planned qualification, such as CONUS oversea imbalance AFSC. Airmen retrained into another AFSC where they can be effectively used.

***\*Echelon***-- A level of command or authority.

***Egregious***-- Outstandingly bad; flagrant.

***Egress***-- The path or opening by means of which one goes out; exit.

***Element***-- The basic formation; the smallest drill unit, comprised of at least 3 individuals, but usually 8 to 12 persons, one of whom is designated as the element leader. **NOTE:** The words are the end of the definition for the term "embarkation."

***Emission***-- The act of sending out or sending forth.

***Encryption***-- To put a message into secret code.

**Epitomize**--To serve as the typical or ideal example of.

**Equal Opportunity and Treatment**--The conditions under which the participation, treatment, and potential for success of Air Force members in all facets of Air Force life are governed only by individuals merit, achievement, and ability.

**Erroneous**--Containing or derived from error; mistaken.

**Esprit De Corps**--Devotion and enthusiasm among members of a group for one another.

**Ethnic**--Characteristics of a racial, national, cultural, or religious group.

**Ethnocentrism**--Belief in the superiority of ones own ethnic group.

**Evaluator**--A general reference to any individual who signs an evaluation report in a rating capacity. Each evaluator must be serving in a grade equal to or higher than the previous evaluators and the ratee. A civilian evaluator must be serving in a position within the rating chain that is higher than a previous evaluator and the ratee. (**NOTE:** A commander who is junior in grade to the rater will still review the enlisted performance report (see AFI 362403).

**Exemplary**--Commendable; worthy of being imitated.

**Exigency**--A pressing or urgent situation.

**Expenditure**--The act or process of laying out; spending, using up, or consuming.

**Explicitly**--Clearly expressed.

**Exploitation**--Taking full advantage of success in battle and following up initial gains, or of any information that has come to hand for tactical, operational, or strategic purposes.

**Extenuate**--To lessen or attempt to lessen the magnitude of an offense by providing an excuse or justification for committing the offense.

**Extra Duties**--A form of punishment that involves the performance of duties in addition to those normally assigned. There is no limit on the number of hours per day that a person being punished may spend performing such duties. NCOs and officers may not be assigned extra duties of a kind that would demean their grade or position.

**Face-in Marching**--Pivoting on the ball of the right or left foot and simultaneously stepping off with the opposite foot.

**Ferocity**--The condition or quality of being ferocious (extremely savage.)

**File**--A single column of individuals placed one behind the other.

**Fiscal Year**--A 12-month period for which an organization plans to use its funds. The fiscal year starts on 1 October and ends on 30 September.

**Forfeiture of Pay**--A type of punishment where people lose their entitlements to pay for a specified period of time.

**Fraud**--The intentional misleading or deceitful conduct that deprives the Government of its resources or rights.

**Functional Area**--Duties or activities which are related and dependent upon one another.

**Graft**--The act of using ones position to receive profits, gifts, or an advantage.

**Gratuity**--Any favor, entertainment, hospitality, transportation, loan, or other tangible item; also includes tangible gifts.

**Grievance**--A personal complaint, by a civilian employee, which is related to the job or working environment and is subject to the control of management. This term also includes any complaint or protest based on either actual or supposed circumstances.

**Guide**--The airman designated to regulate the direction and rate of march.

**Half-Staff**--The position of the flag when it is one-half the distance between the top and bottom of the staff.

**Halyards**--A rope for hoisting and lowering the flag.

**Hardware**--The generic term dealing with physical items as distinguished from its capability or function, such as equipment, tools, implements, instruments, devices, sets, fittings, trimmings, assemblies, subassemblies, components, and parts. (Joint Pub 1-02)

**Hindrance**--To make slow or difficult the progress of; to hold back, to delay, to impede, or prevent action.

**Hypothermia**--Subnormal temperature of the body.

**Implicit**--Understood, although not directly expressed.

**Incapacitated**--Disabled.

**Indorser**--The evaluator in the rating chain designated to closeout the EPR. The minimum grade requirements vary depending upon the ratee's grade.

**Infrastructure**--A term generally applicable to all fixed and permanent installations, fabrications, or facilities for the support and control of military forces. (Joint Pub 1-02)

**Ingress**--The path or opening by means of which one goes in; entrance.

**Inquiry**--The process of determining facts of a matter by checking records, reviewing directives, examining material evidence, and interviewing people who have direct knowledge of the facts. This process is generally adequate when subject is not complex or of a serious nature, and can be properly resolved through normal staff actions.

**Insurgency**--An organized movement aimed at the overthrow of a constituted Government through use of subversion and armed conflict. (Joint Pub 1-02)

**Intangible**--Something that cannot be precisely defined, identified, or perceived by the senses.

**Integrate**--To make into one or a whole; to bring together; to unite.

**Intelligence**--The product resulting from the collection, processing, integration, analysis, evaluation, and interpretation of available information concerning foreign countries or areas. (Joint Pub 1-02)

**Interdiction**--An action to divert, disrupt, delay, or destroy the enemys surface military potential before it can be used effectively against friendly forces. (Joint Pub 1-02)

**Interoperability**--The ability of systems, units, or forces to provide services to and accept services from other systems, units, or forces and to use the services so exchanged to enable them to operate effectively together. (Joint Pub 1-02)

**Interrogation**--Systematic effort to procure information by direct questioning of a person under the control of the questioner. (Joint Pub 1-02)

**\*Interval--**Space between individuals standing side by side. Normal interval is one arm's length. Close interval is 4 inches.

**Lateral Retraining--**Retraining into a related AFSC.

**Leeward Side--**Being in or facing the direction toward which the wind is blowing.

**Litigation--**An action involving a legal proceeding in military justice.

**Logistics--**The science of planning and carrying out the movement and maintenance of forces. In its most comprehensive sense, those aspects of military operations which deal with: a. design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel; b. movement, evacuation, and hospitalization of personnel; c. acquisition or construction, maintenance, operation, and disposition of facilities; and d. acquisition or furnishing of services. (Joint Pub 1-02)

**Lottery--**A contest or game of chance in which tickets are sold. The winning ticket holder receives a cash prize or some other form of merchandise, such as a television set, a free trip to a specific location, or a room full of furniture.

**Mandatory Assignment--**A PCS where an airman must move to a new location because of base closure, completion of or elimination from training, completion of oversea tour, unit move, or surplus personnel on base.

**Martial Law--**Temporary rule by military authorities imposed upon civilian population. Martial law is usually imposed in a time of war or when civil authorities are unable to maintain public safety.

**Master Military Pay Account--**An individual's automated pay record maintained on a central computer system at the Defense Finance and Accounting Service.

**Mediate--**To intervene between two or more disputing parties so as to reach an agreement, compromise, or settlement.

**Merit Promotion System--**The system under which bases consider a civilian employee for internal personnel actions on the basis of personal merit.

**Mitigation (of offense)--**To lessen or attempt to lessen the magnitude of an offense.

**Monetary Constraints--**To be limited because of the lack of money or funds.

**Moral Restraint--**Abiding with the restrictions on one's freedom or liberty because of a conscious sense of what is right and wrong.

**Moulage--**The science or practice of making a mold, as in plaster of Paris.

**Multinational--**Of, in, or involving several or many countries.

**Nebulous--**Lacking definite form or limits.

**Nonappropriated Activity--**An activity that is associated with the Government but whose operation is not directly funded by the Government, that is the NCO Open Mess, Officers' Open Mess, and Child Care Center.

**Nonappropriated Funds--**Funds generated by Department of Defense military and civilian personnel and their dependents and used to augment funds appropriated by the Congress to provide a comprehensive, morale-building welfare, religious, educational, and recreational program, designed to improve the well-being of military and civilian personnel and their dependents. (Joint Pub 1-02)

**Objectivity--**Reality. An opinion or perception that can be verified.

**Overt--**Open and observable.

**Paradigm**--An example or model.

**Penchant**--A strong inclination; a definite and continued liking.

**Per Capita**--Per unit of population; per person. Equally to each individual.

**Period of Supervision**--The number of calendar days during the reporting period that the ratee was supervised by the rater.

**Permissive Reassignment**--A permanent change of station at no expense to the Government where an individual is given consideration because of personal reasons. Individuals bear all costs and travel in leave status. (AFM 11-1).

**Perpetrator**--A person who initiated and is responsible for an act or a crime.

**Physiological**--Having to do with the physical or biological state of being.

**Praetorian Guard**--Of, comprising, or belonging to an elite bodyguard.

**\*Precedence**--Priority, order or rank; relative order of mission or operational importance.

**Prejudicial**--Tending to injure or impair, lending to premature judgment or unwarranted opinion.

**Prototype**--A model suitable for evaluation of design, performance, and production potential. (Joint Pub 1-02)

**Psychological**--Having to do with mental state of being.

**Qualification Training**--Actual "hands-on" task performance training designed to qualify an individual in a specific duty position. This portion of the dual channel OJT program occurs both during and after the upgrade training process. It is designed to provide the performance skills required to do the job. (AFM 11-1)

**Rank**--A single line of airmen standing side by side.

**Rapport**--Relationship, especially one of mutual trust.

**Ratee**--The member being rated.

**Rater**--The person designated according to AFM 30-130, volumes 1 and 2, to provide performance feedback when required and prepare an enlisted performance report (EPR). The rater is usually the ratees immediate supervisor.

**Rations in Kind**--The actual food or meal.

**Ravine**--A deep narrow gorge in the Earths surface, usually caused by the flow of water.

**Reconnaissance**--A mission undertaken to obtain, by visual observation or other detection methods, information about the activities and resources of an enemy or potential enemy; or to secure data concerning the meteorological, hydrographic, or geographic characteristics of a particular area. (Joint Pub 1-02)

**Repatriation**--The act of returning to ones country of birth or citizenship after having left his native country, either against his will or as one of a group who left for reasons of politics, religion, or other pertinent reasons.

**Reprimand**--A written or oral expression of severe disapproval. More severe than an admonition.

**Rhetoric**--Effective expression and persuasive use of language.

**Sanction**--The penalty for noncompliance with a law, rule, or regulation.

**Scapegoat**--A person or group bearing blame for others.

**Segregation**--The policy or practice of imposing the social separation of races.

**Sensitive Information**--Data requiring special protection from disclosure which could cause embarrassment, compromise, or threat to the security of the sponsoring power. May be applied to an agency, installation, person, position, document, materiel, or activity.

**Sexual Discrimination**--Any action taken by a person, group, or institution to deprive a person of a right because of a persons gender.

**Software**--A set of computer programs, procedures, and associated documentation concerned with the operation of data processing system, e.g., compilers, library routines, manuals, and circuit diagrams. (Joint Pub 1-02)

**Sortie**--In air operations, an operational flight by one aircraft. (Joint Pub 1-02)

**Squaring Off**--Each file proportioned with an equal amount of units. When there are extra units, they are distributed consecutively beginning with the rear of the base file (in column formation); beginning with the rear of the last file (in line formation).

**Staff Judge Advocate**--The senior legal advisor on the commanders staff.

**Statute**--An established law or rule.

**Subjective**--An opinion or perception that cannot be verified.

**Subjugate**--To bring under control and governance as a subject.

**Subpoena**--A legal writ requiring a person to appear before a court to give a testimony.

**\*Subversive**--Anyone lending aid, comfort, and moral support to individuals, groups or organizations that advocate the overthrow of incumbent governments by force and violence is subversive and is engaged in subversive activity. All willful acts that are intended to be detrimental to the best interests of the Government and that do not fall into the categories of treason, sedition, sabotage, or espionage will be placed in the category of subversive activity. (Joint Pub 1-02)

**Succinctly**--To clearly express in a few words; concise; brevity.

**Supremacist**--An advocate or adherent of group supremacy.

**Surrogates**--One appointed to act in place of another.

**Tangible**--Something in which the value is visible or appraisable.

**Tenure**--Duration, a specified period of time (example, the Presidents tenure in office is 4 years).

**Terrorist**--An individual who uses violence, terror, and intimidation to achieve a result.

**Thwart**--To prevent from taking place, to block or frustrate.

**Toxic**--Harmful, poisonous, or deadly.

**Transgression**--Violations of a law, command, or duty. The exceeding of due bounds or limits.

**Under Arms**--Bearing arms.

**\*Unit**--Any portion of a given formation.

***Voice Inflection***-- Alteration in the pitch or tone of the voice.

***Volume Review Exercise***--An open book, multiple-choice exercise designed to teach through active response, reinforcement, and feedback.

***Voting Officer***-- An individual, appointed by the unit commander, who assists members and their dependents in voting matters.

\* The official DoD (USAF) definition for this term is in Joint Pub 1-02, the DoD Dictionary of Military and Associated Terms, or AFM 11-1, *The US Air Force Glossary of Standardized Terms*. This definition is for the purpose of this pamphlet only.

## MILITARY KNOWLEDGE AND TESTING STANDARD SYSTEM

Following the code key you will find a brief narrative and example questions to help illustrate how each of the three levels of understanding found in the code key *might* be expressed in test item form. They are *examples only* and are offered solely as visual aids to help you better interpret the degree of knowledge required for each level. We do not claim, infer, or intend for you to believe that your actual examination will incorporate the verbiage or format of these examples.

### Code Key

CODE	DEFINITION:
<b>K</b>	<b>Knowledge.</b> The recall and recognition of previously learned material (facts, theories, etc.) in essentially the same form as presented.
<b>C</b>	<b>Comprehension.</b> Seeing relationships, concepts, and abstractions beyond the simple remembering of material. Typically involves translating, interpreting, and estimating future trends.
<b>A</b>	<b>Application.</b> The ability to use learned material in new and concrete situations, including the application of rules, methods, concepts, principles, laws, and theories.

### NARRATIVE:

Any member of the vegetable group of living organisms is considered a plant. Photosynthesis is the process of combining organic substances, e.g., carbohydrates, from inorganic salts and carbon dioxide. Sunlight serves as an energy source. Chlorophyll is the required catalyst for the process. Plant leaves contain the green chlorophyll. Maximum plant growth is achieved with the optimum combination of water, nutrients, and sunlight.

### QUESTIONS:

#### Knowledge Level:

1. A plant is
  - a. green inanimate matter.
  - b. a vegetable living organism.
  - c. always green during the summer.
  - d. necessarily reproduced using its own flower seeds.

The correct response for this question is **b**. In this example, the information need only be recalled or remembered essentially in the same form as presented in the text. Only simple memorization is required. The correct answer is found in the first sentence, i.e., "Any member of the vegetable..."

#### Comprehension Level:

2. The green color of the plant leaves is the result of
  - a. carbohydrates production.

- b. a group of living vegetable organisms.
- c. strictly the sunlight as an energy source.
- d. a catalyst which acts on organic materials.

The correct response for this question is **d**. It is correct because it establishes relationships between pieces of information, i.e., chlorophyll is green; chlorophyll is the required catalyst in the process of photosynthesis; and photosynthesis is the process when organic substances are combined.

**Application Level:**

3. Plant development is retarded by
- a. leaving the plant in total darkness.
  - b. restricting inorganic salts.
  - c. never watering the plant.
  - d. all of the above.

The correct response for this question is **d**. It is correct because the concepts presented in the narrative are applied to a new situation not included in the text, i.e., **retarding** plant growth. The information provided about maximizing plant growth can be applied to the new situation of retarding plant growth.

REQUIRED KNOWLEDGE FOR PROMOTION TO:	SSgt	TSgt	MSgt	SMSgt	CMSgt
<b>Chapter 1: The Mission</b>					
a. Introduction	K	K	K	K	K
b. War and the American Military	K	K	K	K	K
c. The Nature of Aerospace Power	K	K	C	C	C
d. Aerospace Roles and Missions	K	K	C	C	C
e. Airmindedness	K	K	K	K	K
f. Preparing the Air Force for War	K	K	K	K	K
<b>Chapter 2: Organization</b>	K	K	K	K	K
<b>Chapter 3: Air Force History</b>					
a. World War I, 1914-1918	K	K	K	K	K
b. World War II, 1939-1945	K	K	K	K	K
c. National Security Act of 1947	K	K	K	K	K
d. The Berlin Airlift	K	K	C	C	C
e. The Korean Conflict	K	K	C	C	C
f. The Vietnam Era	K	K	C	C	C
g. The Post-Vietnam Era	K	K	C	C	C
h. Desert Shield—Desert Storm	K	K	C	C	C
i. Desert Shield: Background to Conflict	K	K	C	C	C
j. Desert Storm: The Air Force at War	K	K	C	C	C
k. Desert Storm: Lessons Learned	K	K	C	C	C
l. Operations Other Than War: Humanitarian Airlifts	K	K	C	C	C
m. An Air Force for the 21st Century	K	K	C	C	C
n. Medal of Honor	K	K	K	K	K
o. Air Force Cross	K	K	K	K	K
<b>Chapter 4: The Evolution of the Enlisted Force</b>	K	K	K	K	K
<b>Chapter 5: Career NCO</b>					
a. NCO Roles and Responsibilities	A	A	A	A	A
b. Assignments	C	C	C	C	C
c. Airman Promotion System	A	A	A	A	A
d. Reenlistment Opportunities	C	C	C	C	C
e. Enlisted Professional Military Education (PME)	C	C	C	C	C
f. Enlisted Evaluation System	A	A	A	A	A
g. Awards and Decorations Program	C	C	C	C	C
<b>Chapter 6: Entitlements and Benefits</b>	C	C	C	C	C
<b>Chapter 7: Standards of Customs and Courtesies</b>					
a. Old Glory	C	C	C	C	C
b. Department of the Air Force Seal	K	K	K	K	K
c. Military Etiquette	C	C	C	C	C
d. Rank, Recognition, and Respect	C	C	C	C	C
e. Saluting	C	C	C	C	C
f. Use of Military Titles	C	C	C	C	C
g. Common Military Ceremonies	C	C	A	A	A
h. Special Ceremonies and Events	C	C	A	A	A
I. Drill	C	C	A	A	A
<b>Chapter 8: Standards of Conduct</b>					
a. Code of Conduct	C	C	C	C	C
b. Peacetime Detention of US Military Personnel	C	C	C	C	C

REQUIRED KNOWLEDGE FOR PROMOTION TO:	SSgt	TSgt	MSgt	SMSgt	CMSgt
c. General Conduct	A	A	A	A	A
d. Conflicts of Interest	A	A	A	A	A
e. Professional and Unprofessional Relationships	A	A	A	A	A
f. Job Performance	A	A	A	A	A
g. Substance Abuse Control Program	A	A	A	A	A
h. Equal Opportunity and Treatment (EOT)	A	A	A	A	A
i. Financial Responsibility	A	A	A	A	A
j. Political Activities	A	A	A	A	A
k. Public Statements	A	A	A	A	A
l. Family Care	A	A	A	A	A
<b>Chapter 9: Individual Rights</b>	C	C	C	C	C
<b>Chapter 10: Standards of Appearance</b>	A	A	A	A	A
<b>Chapter 11: Enforcing Standards</b>	A	A	A	A	A
<b>Chapter 12: Leadership</b>	A	A	A	A	A
<b>Chapter 13: Communicating in Today's Air Force</b>					
a. Fundamentals of Better Communication	C	C	C	C	C
b. Spoken Communication	A	A	A	A	A
c. Written Communication	A	A	A	A	A
d. Reading Effectively	A	A	A	A	A
<b>Chapter 14: Counseling and Destructive Human Behavior</b>	A	A	A	A	A
<b>Chapter 15: Quality Air Force</b>	A	A	A	A	A
<b>Chapter 16: The Human Resource</b>					
a. Manpower Management	C	C	A	A	A
b. Effective Use of Personnel Resources	C	C	A	A	A
c. Leave Management	A	A	A	A	A
d. Enlisted Specialty Training (EST)	A	A	A	A	A
<b>Chapter 17: Resource Management and the Environment</b>					
a. Resource Management System (RMS)	C	C	A	A	A
b. Financial Management	C	C	A	A	A
c. Fraud, Waste, and Abuse (FWA)	A	A	A	A	A
d. Environmental Awareness	A	A	A	A	A
e. Resource Recovery and Recycling Program	A	A	A	A	A
<b>Chapter 18: Security</b>	A	A	A	A	A
<b>Chapter 19: Safety and Survival</b>	A	A	A	A	A

## QUALITY FEEDBACK

Every process in an organization has a customer. You are our customer and we want to meet your needs. We work very hard to ensure the information contained in AFPAM 36-2241, Volumes 1 and 2 is completely relevant, accurate, and as current as possible. Therefore, we would like to have your feedback on the PFE and/or USAFSE Study Guide(s). After you read the chapters, please take a few moments to comment on the content value, format, and reading comprehension level. Also, if you have an idea or know of a specific subject that would be of interest to all NCOs, and it will improve the quality of this study guide, please let us know.

As we mentioned in the introduction, we provide your comments, suggestions, and recommendations to the MK&TS Advisory Council for their review and analysis. This feedback form helps us facilitate that for you.

**CAUTION:** A question or comment referencing actual test content is considered a compromise of a controlled item and is punishable under the UCMJ. Refer all questions of this nature to the test control officer.

Your responses are strictly voluntary and you do not have to use your name. Please send your responses to:

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1550 5th Street East  
Randolph AFB TX 78150-4449

COMMENTS: \_\_\_\_\_

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